DOCUMENT RESUME

ED 329 466 SO 021 133

TITLE	Primary Education in Pakistan. Part II. The Analysis.
INSTITUTION	Development Associates, Inc., Arlington, Va.
SPONS AGENCY	Agency for International Development (IDCA), Islamabad (Pakistan).; Ministry of Education, Islamabad (Pakistan).
PUB DATE	Jul 86
NOTE	265p.; For parts 1, 3, and 4, see SO 021 132-135.
PUB TYPE	Reports - Research/Technical (143)
EDRS PRICE	MF01/PC11 Plus Postage.
DESCRIPTORS	*Developing Nations; *Educational Assessment; Educational Needs; Educational Planning; *Educational Policy; Educational Research; *Elementary Education; Foreign Countries; Foreign Culture; *International Education; Literacy Education; School Effectiveness
IDENTIFIERS	*Pakistan

ABSTRACT

This document, the second part of a four-part analysis and assessment of Pakistan's system of primary education, presents the report's susbstantive analysis. Seven chapters are included: (1) Introduction; (2) Educational Policy and Planning; (3) The Financing of Primary Education; (4) Organization, Management, and Administration; (5) The Formal Primary Education System; (6) Non-Formal Education in Pakistan; and (7) Suggested Illustrative Action Program. Various data tables, charts, and maps supplement the text. (DB)

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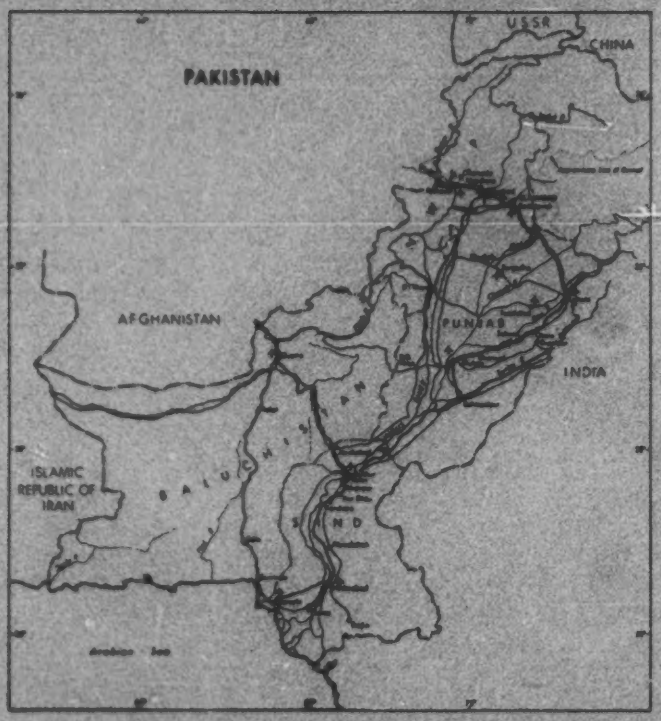

SO 021 133

PART II

THE ANALYSIS

PART II.

THE ANALYSIS

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July 1986

PART II.

THE ANALYSIS

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CHAPTER I.

INTRODUCTION

The US Agency for International Development carried out important early primary education projects with the Government of Pakistan. Other nations and the international agencies also assisted education in the years following independence. In 1972, Pakistan nationalized many private and parastatal schools and much of the external assistance ceased or was greatly curtailed. In 1979 The World Bank entered into a primary education project agreement with Pakistan, which continues.

Pakistan announced renewed concern for primary education in its Sixth Five Year Plan, scheduled to begin in 1983, and requested financial assistance from several agencies including USAID/Pakistan.

A USAID preliminary study was conducted in 1984, followed by an overall assessment in 1985. During this stage the Government of Pakistan requested that adult literacy programs be added to the study. Some of the nationalized schools were returned to their former owners beginning in 1974; that process still continues, but many are still held by government agencies.

One small effort (5 schools and adjacent teacher quarters) was begun by USAID in North West Frontier Province (NWFP) under the Tribal Areas Development Project. A few schools are also being constructed in the Gadoon-Amazai region under the North West Frontier Area Development Project. The present Primary Education Assessment was begun in March 1986 by Development Associates under contract to USAID/Pakistan, and in conjunction with the Government of Pakistan, to further the documentation of needs in the primary education sector.

A. BACKGROUND

The Islamic Republic of Pakistan, with 310,527 square miles of area, is located in South Central Asia. It is bounded by the Arabian Sea, Iran, Afghanistan, USSR, China, and India. The land slopes gently up from the Arabian Sea, northward across the Indus River Plain, but the country also contains substantial extensions of highly eroded plateau regions, dry hills, and high mountainous areas in the north. Irrigation from rivers and wells makes profitable crops possible on the Indus Plain and in many other smaller areas. Livestock production occupies an important economic role. Industry is growing in and around major cities, and to a lesser extent elsewhere.

The nation is federal, composed of four provinces with considerable local authority: Punjab, Sind, Baluchistan, and North West Frontier. Additionally, there are five federally administered territories: Gilgit, Hunza, Khrunjerab, Baltistan, and Diamer (formerly Chilas). Frontier regions along the eastern, northern,

MAP OF PAKISTAN
(with sample case study districts and areas)
U S S R
C H I N A
FEDERAL
TERRITORIES
Kohistan
Dir
NWFP
Peshawar
A Z A D J A M M U
& K A S H M I R
Kohat
Bannu
Islamabad
Rawalpindi
A F G H A N I S T A N
South Waziristan
D.I. Khan
PUNJAB
Gujranwala
Lahore
I N D I A
Leiah
Pishin
Sahiwal
Multan
Quetta
D.G. Khan
Muzaffargarh
Sibi
Bahawalpur
Kalat
Rahimyarkhan
I R A N
BALUCHISTAN
Khuzdar
Sukkur
Panjgur
Dadu
Nawabshah
Mirpurkhas
Hyderabad
Karachi
A R A B I A N S E A
SIND

and western borders are governed separately because of defense needs. Further, Azad Jammu Kashmir (Liberated Jammu Kashmir), with its own governing officials, is a disputed area with India, but acts in many regards in concert with Pakistan.

1. The People

The 1981 census resulted in a population of 84.3 million and the present Government estimate for 1984 was 97.7. With a stated growth rate of 3.1%, the population will reach 150 million by 2001. The infant mortality rate is dropping, considered at about 124/1000, and life expectancy had risen to 51 years by 1979, and has certainly increased since that time.

Muslims make up 96.7% of the population with the remaining divided among Christians, Hindus, Parsees, and Sikhs. The major language groups in order of population are Panjabi, Pashtu, Sindhi, Saraiki, Urdu, and Baluchi, but other languages are also found. The national language is Urdu, almost always a second language, and English is commonly spoken. (The Ministry of Education recently stated: "Urdu is spoken as a second language by the vast majority of the population.")

The work force is predominantly in agriculture, 72%, with the remaining in services and industry. Rural to urban migration is high but has not increased as rapidly as in most Asian countries.

Pakistan is governed as a Republic headed by a President, a Prime Minister, and other Cabinet Ministers. A National Assembly and Senate make up the legislature. Each of the four provinces also has its own legislature and elected officials, but a federally appointed governor is the chief administrator. The territories and tribal areas have federally appointed administrators but their local councils have substantial powers.

2. Macroeconomic Picture

The FY 1986 USAID Country Development Strategy Statement, completed in January 1984, found favorable growth rates for most sectors beginning in 1980. When contrasted with earlier calculations, those of 1969-1974, the improvement was substantial.

Table I.1: Comparison of 1969-1974 and 1982-1983 Growth Rates by Sector

Sector	69-74	82-83
Agriculture	1.3	4.6
Industry/mining	4.1	8.2
Construction/electricity/gas	6.4	5.5
Trade/transport	5.1	8.3
Public administration/defense	9.4	0.2
Other services	5.6	5.6
GDP factor cost	4.1	5.8
Indirect taxes less subsidies	-4.3	16.1
GDP at market prices	3.4	6.8

Several conflicting factors have been at work since that time and the final 1985 growth rates are not yet available, although some government predictions and estimates from partial data have been published.

The major points from last year, in comparison with predictions for 1986, were outlined in an April 17, 1986, article in Dawn:

> The overall economic growth rate for the current year is expected to be 6.9 as compared to 8.7% last year. Agriculture...is expected to record...4.9%...while manufacturing...will be...8.8%. The GNP will be about 7.1% as against 7.7% last year. Private sector investment is estimated to increase at 22% while the public sector investment is at 19%. Shortfalls are predicted in industry (other than manufacturing) and transportation...Tax revenues were officially stated to decline.
>
> Domestic credit expansion has been set at 7.4%...almost all of that from the private sector. The rate of monetary expansion has been set at 10.2%...the earlier predictions were zero, the increase arising from borrowing for budgetary support and commodities operations. The current account deficit is expected to come down to 1.1 billion dollars as against 1.6 last year.
>
> On the capital account, an overall surplus of 600 million dollars is expected but even after obligations to IMF are made, a reserve of $400 million is anticipated. Exports are said to increase, with manufactured clothing accounting for much of that; increased production of cotton and wheat will help. Import costs are predicted to drop 2.3%, mainly due to lower prices for edible oils and petroleum.

That article also cited Government predictions of an increase from overseas remittances but the Pakistan & Gulf Economist cited declines because of the MidEast crises.

Some independent reviews (e.g., Sultan Ahmed, Dawn, April 17,) presented a less optimistic picture than that presented by the Government, principally discussing increases in Government operations costs and debt servicing. Too, some note that the population increases are consistently consuming more agricultural products, lessening the impact of record rice and wheat crops. Even these critics, however, agree that the Pakistani economic growth rate was favorable last year, will be this year, and is likely to continue for some time, albeit at somewhat lower levels than in the surge during the first four years of this decade.

The official 1980 per capita income, based on GNP, was $280; the 1984 amount was $287, and a Ministry of Finance report in June 1986 estimated it at $292 on partial data for 1985-1986. Calculating per capita income from IMF predictions on population and GNP would give $308 before adjusting for subsidies and changes payments on external debts. Whatever the final determination, it is clear that the Pakistani economy is growing steadily.

Income is unevenly distributed among the population. Farmers in the dry areas are said to average about $50 per year while those on Indus irrigated land may

average as much as $450. Primary teacher salaries fall in the $450-500 range. Low level service personnel receive a quarter of that amount; skilled labor, particularly in cities, earns $1,000 to $1,500 per year.

Articles in The Pakistan Times summarized on May 28, 1986, a report of the economic advisors to the Ministry of Finance, listed optimistic figures for the period June 1, 1985 to March 1986. It listed GDP at 7.5%, agricultural growth at 6.5%, and manufacturing growth at 8.2%. The per capita income was tentatively set at $390* (using Rs 15 average exchange across the year, this would be Rs 5,850). Inflation was stated at 3%, compared to 4.6 for the same period last year. Government expenditures increased from 25% of GDP to 25.4%.

B. DEVELOPMENT PROGRAM THRUSTS

The Sixth Five Year Plan, both in its budget and policy statements, emphasizes what the Prime Minister terms an "Islamic social welfare" program. Revenues were forecast to increase and the first three years bore this out although the increases did not appear to be as large as anticipated. To provide for the augmented social programs, defense and other general government expenditures were set for minimal increases during the period. More money was allotted for the development of industry, communications, electricity, and science, but these were moderate. Similarly, higher education, except for science and technology, was granted relatively minor budget raises.

The sectors for which substantial increases were provided were agriculture, rural infrastructure (especially irrigation and roads), health, social welfare, job development in both urban and rural areas, and primary and literacy education. While none of these has yet reached the level of spending anticipated, much of the planning has been completed and some projects are already underway. The Baluchistan Development Scheme, Hyderabad Development Scheme, and others are now gearing up for implementation. Some of the schemes are comprehensive. For example, the South Waziristan Development program (part of a tribal areas scheme) is comprised of roads, electrification, tube wells for irrigation, agricultural methods, some general infrastructure, and some rural schools and teacher residences. The provision of drinking water and sanitary facilities will be included in the developing areas.

Some skepticism has been expressed by writers in the press about the Government's ability to "hold the line" on general spending, increase revenues, and furnish the large amounts needed for the described uplift efforts. Pressures are mounting to make adjustments in many sectors, notably salaries and pensions. Recent teacher, telecommunications, medical, and railway strikes are indications of dissatisfaction. Any large scale move to redress these grievances could seriously hinder government efforts to finance its development thrusts during the next two years of the present plan period.

On the other hand, some bright prospects within the economy may make it possible to at least approach the needed public investment. Overseas remittances have not shown the declines some predicted. The wheat, rice, and cotton crops were favored by excellent weather and exports of them appear to be moving ahead well.

*Most recent World Bank reports also cite $390 GNP per capita.

Manufactured clothing continues its rapid rise in exports and revenue earnings. Revamping some fees that were too low, pressing for tax collections, and reducing corruption would also assist and the Government has announced measures to effect these. Shortfalls will no doubt occur in some sectors, forcing a slow down in some development investment categories. Indeed, there is already evidence of this in the first three years. (See Chapter III.) Even with these, the new thrusts are contemplated to receive greater funding than in the past.

C. EDUCATION IN PAKISTAN

Pakistan is reported to have the lowest literacy rate in Asia; quotations are from 15% to 29% but 26% is one of the most frequently cited. (The World Bank stated 24%.) It is commonly said also that the literacy rate has dropped some 2% during the last 20 years because the birth rate was greater than the increased enrollment in primary schools. It is this condition that has prompted the present Government to allocate higher sums of money to primary and literacy education. Indeed, the Government of Pakistan has set an official goal of reaching 50% literacy by 1990.

That goal is admirable but will require a gigantic effort. Current reports estimate primary enrollment at under 50% and since many students do not remain in school long enough to become literate, even the maintenance of the present rate is a considerable challenge. (The details of the programs and the investments are treated in the chapters that follow.) To demonstrate the enormity of the task, Table I.2 compares the number of Pakistani children eligible for the first eight grades and the numbers reported as enrolled.

Table I.2: Numbers of Children by Single Ages in the Primary and Middle Schools, Provincial Enrollments and Percent of the Cohort Population, and Ministry of Education Enrollments and Percent, for 1984-5 (excluding the federal territories and refugees)*

Age in 84-85	Census Cohorts	Province Documents	% of Group	Ministry Documents	% of Group
5	1,689,353	1,893,280	112	2,708,814	160
6	2,820,073	1,153,596	41	1,535,573	54
7	2,770,302	939,682	34	1,229,401	44
8	2,912,063	795,865	27	1,007,882	35
9	2,843,421	667,057	23	906,534	32
Primary	13,035,212	5,449,480	42	7,388,204	57
10	3,094,741	461,352	15	723,312	23
11	2,326,874	378,650	16	586,010	23
12	3,211,900	315,844	10	495,561	15
Middle	8,633,515	1,155,846	13	1,804,883	21

*. Excluded from census cohorts and enrollments

The present assessment used only those numbers for enrollment that were provided by the provinces and other areas; it made no attempt to estimate enrollments in private schools, for example, that had not been furnished. Ministry of Education enrollment numbers, however, included estimates from its study base, thus the latter are higher. (See possible adjustments from the case studies statistics in Chapter I, Part III.)

The more than 100% in both enrollment figures is not real in relation to the census cohort group. Some underage children are present in the first grade rooms and are counted in some districts, some over age children are present, and some transfers result in duplication. The exact percentage of the five year old age group is not known but is certainly less than 100% since in many areas there are no schools, and in others, there is none for girls.

While the general numbers of enrollment in primary schools and middle schools are sufficiently alarming, those for the education of girls are far worse, especially in the rural areas. Baluchistan Province reports about 2% of the rural girls in schools. While the other provinces have higher proportions, rural enrollment for girls probably does not exceed 7%. The reality is that for the vast majority of girls, the present school is overcrowded or there is no school for them at all. This is a serious enough problem in its own right but when a 50% literacy rate is sought for the entire population, the task can be seen as extraordinarily difficult.

D. SCHOOL SYSTEMS IN PAKISTAN

Just as in the United States, there is no national system of education in Pakistan. Unlike the US, the federal Ministry of Education, under the direction of the Presidency and the Legislature, establishes guidelines on basic curriculum, sets a wage scale for teachers and other personnel, supplies some of the monies for the construction of educational facilities, and in some cases pays a part of the recurring costs. Additionally, there are both federal and parastatal schools whose entire operation is financed through federal ministries.

The provinces have departments of education and these, together with the other provincial offices, make final determinations on curriculum, the appointment and promotion of school personnel, and through revenues, furnish the funds for most recurring costs. The provincial departments have varying supervisory duties with the private, federal, and parastatal schools operating in their areas -- ranging from none at all to regular inspection visits, depending on the province and on the system in question. As a generality, their work load with their own schools allows no more than cursory visits to the schools of the other entities, if at all.

1. Provincial Schools

The schools run by the four provincial governments account for the vast majority of students enrolled. While national statistics do not break the enrollments down by the source of control, in the Punjab, for example, 84% is in provincially controlled institutions. Further, in the rural areas and small towns, the provincial facilities accommodate almost all the students. The proportions controlled by their provincial departments are said to be somewhat

less in Sind and the NWFP but even there, the estimate is at least 75%. Baluchistan is considered even higher than Punjab since there the department of education also manages the schools in the tribal areas.

2. Municipal Corporations and Committees

There are 12 municipal corporations and 118 municipal committees in the country. The corporations are in the larger cities and are headed by an elected mayor and a council. In the secondary cities, the government is via an elected council. All but one of the corporations have schools; they finance and manage the education almost entirely without federal or provincial assistance. Only about one half of the municipal committees operate schools; most of those that do, operate and supervise them from their own resources and personnel. Both entities obtain their educational operating funds primarily from local taxation; some small supplementary monies come from school fees.

The largest of the corporations, Karachi, has 505 schools (with double and triple shifts in 240 buildings) and enrolls more than 109,000 students. The other corporations and committees in Sind Province account for another 50,000 students.

Corporations and committees are also an important part of the educational offerings in the Punjab; its largest corporation, Lahore, has 92,800 students. All the Punjab corporations and committees together enrolled 494,738 students in 1984-1985. NWFP has only one corporation and that, combined with several municipal committees, enroll about 85,000 students. In Baluchistan, Quetta has a responsibility for education and while it has only one school, that is a girls college with about 3,000 students, a very important addition to the city's education.

The estimate for the nation's corporation and committee schools (excluding town councils and others termed local government) enroll nearly one million students, approximately 70% in primary and middle grades. Although the conditions are described in detail in Part III, the case study survey, it is vital to note here that as a generality, these are very overcrowded and getting more so every year. The revenues of the corporations and committees are severely limited and since they receive nearly no provincial or federal assistance, face emergency situations now and in the future.

3. Local Government/Town Councils

While only 54 of these with schools were positively identified, again, the lack of any central organization or reporting mechanism makes estimating their contribution to education tenuous; there may be many more. Two factors have combined to keep these in educational finance and management:

- There were (and are) pressures from parents to construct and operate schools because the provincial system was insufficient or inadequate;
- Many small missionary and other private schools, during nationalization, were taken over by these bodies and, for the most part, are still controlled by local governments.

These are almost entirely primary and middle schools, and perhaps enroll as many as 100,000 students. Local taxes, donations, and fees furnish the funds; supervision varies from local council members to appointed principals and headmasters. Some of these are operated by Muslim groups, with both supervision and some funds from religious contributions. The schools are facing intense pressure to increase their enrollments and many reported severe financial straits.

4. The Federal Government and Parastatal Systems

During British times, the military and several other governmental bodies operated schools for the officers' and employees' children. The tradition continued into independent Pakistan and is still in effect today. Further, with the low investment in provincial and corporation education, the officials in other government entities, dissatisfied with the scarcity and quality of the schools, constructed and operated their own. Some of both categories were "nationalized," but in reality, the control usually was shifted from one ministry or institution to another.

Previous studies of education in Pakistan, and the orientation for the present assessment, called attention to only a few of these systems. Their discovery and sampling, then, became an additional and arduous task that was not fully accomplished within the limited time frame for the study. The present listing, therefore, is provisional.

Federal Government Educational Institutions: These schools, with a total enrollment of about 115,000 students, are those that formerly were under the control of the Cantonment Board. The administrative body was to have been civil but the Army obtained control and intended to call them the Cantonment and Garrison Schools. The headquarters is within the cantonment in Rawalpindi but the schools are located all over Pakistan where there are Army installations. The students are children of Army personnel, civilian employees, and more recently, a quota system was instituted that brought in the children of local residents, especially the poor. Many of the buildings are British built and these are well maintained and in generally better condition than provincial schools. A uniform curriculum is maintained throughout the system so that when Army personnel are transferred, their children do not suffer. The Cantonment Board is currently negotiating to have control transferred back to their jurisdiction. The budget is within that of the federal Ministry of Education.

Islamabad Federal Area: This system operates schools both in the city of Islamabad and in the villages within the Federal Area. The system is comprised of 268 primary, middle, and secondary institutions. The pertinent enrollment for this study is 4,602 preschool (Junior I), 44,015 primary, and 13,017 middle pupils. A special federal office manages the schools with a chief education officer and both male and female supervisors. Despite the rapid construction of schools during Islamabad's existence, most of the city schools are seriously overcrowded and even under those conditions, some parents are unable to find places for their children. As would be expected with new construction, the physical plants are in quite good condition and appear to enjoy reasonably effective maintenance.

Federally Administered Tribal Areas: Because of the internal autonomy of the tribal areas in NWFP (the Baluchistan tribal area schools are operated by the Province), a separate administration, usually abbreviated to FATA, operates the government schools in the agencies and funds them almost entirely (some contributions are made by the tribes and the land is always donated by the local authorities). A special office under the Home Secretary of NWFP administers the program and has its own supervisors.

Except for a few, the schools have been installed within the last twenty years and consist mostly of boys schools. FATA is trying to build primary schools in each village, then use area middle and high schools, but many villages and areas still lack buildings. USAID is helping through school and teacher quarter construction in some sites in its designated development areas. A far greater problem in providing full education opportunities to tribal youth is the teacher situation. Despite enormous progress in the provision of schools and increased enrollments, there are still not enough tribal member teachers and many outsiders find it difficult to live in the tribal areas. The situation is more serious for girls. There are few girls middle schools and fewer secondary schools. The tribal members report that they want schools for their daughters but that outside women will not reside in the villages. The combination is a vicious circle that has not been adequately addressed.

All of the FATA schools visited were of relatively simple but adequate construction and all of them demonstrated careful attention to maintenance; indeed, as a group they were the best maintained of any system except that of private institutions. Not all of them possess satisfactory drinking water and sanitary facilities but special efforts are being made to resolve these difficulties.

While all of the outside teachers hold the appropriate teaching certificate, many of the tribal teachers do not since the urgency of the situation has caused recruitment of some with less than teacher college education. FATA conducts summer programs to help these teachers gain their education and their certificates, and substantial progress is in evidence for male teachers; females, sometimes recruited after eighth grade, require a great deal more training.

A scheme of housing teachers in a more settled area, then transporting them daily to the villages, appears to be giving good results in the few places where the experiment is being conducted.

Tribal Areas Scout Schools: These institutions in NWFP tribal agencies, are separated from the regular FATA schools for two reasons: they are intended to provide the basic education for those likely to become Scouts, and because a high proportion of the costs is donated by the tribal leaders (70% in South Waziristan last year for the schools at Wana and Tank). The schools are under FATA supervision and that organization pays the costs not covered by the donations. The schools are solidly constructed and well maintained, and most of the teachers are certified, including many who are tribal members.

Frontier Regions: These are specially designed defense needs areas on the borders in Baluchistan and NWFP. In both, some educational opportunity is furnished by the contonment schools in military installations. In other parts of these regions, however, education is provided by FATA in NWFP, and is managed via the same mechanism as tribal areas. They have insufficient boys schools and a serious lack of girls schools. Many of these regions are in steep mountain areas with scant population and severe transportation problems. Furnishing education, then, is expensive since the village enrollments are often low and parents will not send their children long distances to school even when transportation is available. Transporting teachers is also being tried in the Frontier Regions. Minority languages are also reported as a stumbling block to improved education since even within a few miles, from one valley to another, the language may change. Differences among the groups also complicate the situation; sometimes they don't want their children to go to school with those of other groups. A great deal remains to be accomplished within these regions if universal primary education is to be attained.

Cadet Colleges*: These institutions, mostly begun under the British government, are located throughout the nation. The original function was to prepare the boys who would become officers in the military services but that has been expanded to include those apt for several government services. The colleges are maintained by a separate Board of Governors and are funded through the Ministry of Defence. Their total enrollment was not ascertained. An important aspect of the colleges is that when local government officials identify intelligent boys in backward and other rural areas, they may receive scholarships and thereby further their education and entry into professional life.

Defence Authority: This federal agency has schools in several defense locations. The schools are managed by a local Section in Charge within the Defence Authority and are affiliated with the Federal Board of Secondary and Intermediate Education in Islamabad. The school included in the survey was in excellent condition, well staffed; both promotions and passes on examinations were reported above 90%.

Pakistan Navy: The Navy has established a few schools along the Arabian Sea for the children of their personnel and civilian employees. They are funded and managed by Navy personnel although the teachers are all civilian. Permission to visit one of these was not granted in the allotted time for the study but it is said that they have good buildings and teachers, and that the quality of education is high.

Pakistan Air Force: Located in several parts of Pakistan, these are operated and administered by the Air Force with civilian teachers. Air Force personnel and employees' children attend. The one included as a case study was in good physical condition, the teachers were all certified and with university training, and the teachers reported that the children perform excellently on the school and national examinations.

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*Middle, secondary, intermediate, high schools, and colleges usually also include the primary grades in Pakistan. See Chapter V for the inclusions.

Pakistan Customs Service: These are located near the major customs houses and cater primarily to the employees of the service. None was surveyed, but secondary information proclaimed them as very good institutions. They are funded through the Customs Service budget.

Pakistan Railways: When the British built the railways in Pakistan, they also constructed housing for the employees and provided schools for the children. During nationalization, 39 of these were taken from the system but Railways still has some voice in the administration of those taken by municipal corporations and provinces since most of the students are still from their employees' families. In 1986, the system operated 3 boys, 4 girls, and 2 mixed schools with a total primary enrollment of 4,864 primary and 3,609 middle, as well as specialized levels of education. An important note is that 70% of the students is female, the only system with more girls than boys. Although the buildings are old, those observed are well maintained, the teaching staff is well qualified, and the reported test performance is excellent. Overcrowding is evident in most of the schools since the employees were reported to prefer the schools directly operated by Railways.

Pakistan International Airline: A more recent addition to the school systems is that operated by PIA. As with others, they were installed to provide quality education for the employees since the overcrowding and deteriorating physical plants of many of the schools where they have offices and service centers were inadequate to their children's needs. The schools are mostly new and are reported in good condition with excellent teaching staffs.

Universities: All of the universities that teach primary education, and some that do not, operate one or more primary or primary-middle schools. In some, they provide schooling for the faculties and employees, but others mostly enroll local students. All are utilized for practice teaching. They are on or near the university campuses, have separate faculties, and the costs are met through university budgets and fees. Those contacted had an enrollment of about 3,000 students, all were coeducational, and most teachers were women. At least two teacher colleges also have primary schools; they reported mixed province-college funding.

Government and Other Parastatal Institutions: There are also many state and parastatal organizations that operate schools. Generally, these are termed model schools and function, in the words of two of them, both to demonstrate that quality education can be provided and to furnish schooling for their employees or a target area. Social Welfare (Ministry of Health, Special Education, and Welfare and the provincial departments), the local offices of the Ministry of Labour (mostly vocational programs including basic education), and a number of smaller parastatal and semi-government institutions are among these.

The Comprehensive Training Academy, as an example, is a new institution begun with federal assistance but that operates primarily on its own earnings. It has recently opened a primary-middle school in the industrial area of Islamabad. The school is entitled a model school and is operated to furnish quality education for federal and industrial employees' children, especially those whose land was purchased for the capital area and who are in low skills

jobs. Thus, it is a part of the uplift program designed for these villagers and their families. Funding comes from fees from those that can afford them, and from the Academy's budget. It also conducts many literacy programs in various sites in the federal area, reported to have about 3,000 adults enrolled.

Social Welfare, in addition to its regular vocational programs, runs several ladies' industrial homes in urban areas, has nursery schools in many sites, and in a few, offers primary education. It carries out vocational programs for workers and the unemployed. In two of the sample programs in the case studies, the Social Welfare program was operated in conjunction with the All Pakistan Women's Association, a private organization. In both these instances, the Social Welfare operation was principally from provincial funds with some federal assistance. (Many other agencies offer literacy classes; see Chapter VI.)

The Civil Aviation Authority builds schools that are sometimes operated by a province (Baluchistan) and sometimes via its own resources. The surveyed school was new and well staffed.

Special Education: The national Ministry of Health, Special Education, and Social Welfare has relatively recently entered the field of providing education to handicapped children. It directly runs programs for the deaf, blind, and otherwise physically handicapped, and for the mentally retarded. A few orphanages also come under its jurisdiction. These include primary education.

5. Private Non-Profit Schools

There are three important subsets of these -- Muslim, Christian (mostly Catholic), and those operated by boards or committees purely for educational uplift of the population. Most of them charge fees, ranging from very low in the Muslim schools to very high in most of the board institutions. In addition to these three groups, other organizations offer non-profit education: the All Pakistan Women's Association, foreign governments, foundations (notably the Aga Khan Foundation), and some other philanthropic institutions. The individual schools within these groups vary so widely that they almost beg description, but some common characteristics are found.

Many, but not all, of the private non-profit schools were nationalized in 1972. Some have already been returned and provincial and federal officials are urging the groups to again take control of others. Some of the buildings were seriously damaged through abuse or lack of maintenance, thus the organizations resist the return of some without adequate compensation.

Private schools are supposed to register with the provincial governments but many do not. No one knows how many there are nor do they know much about the quality of education imparted. Punjab has made a serious effort to register them and obtain statistics on teachers and students. The Bureau of Education reported 427 private schools in the province in 1984 with 83,174 primary students and 49,993 middle school enrollees. They candidly admitted, however, those numbers were far fewer than in existence. The Karachi Region of Sind Province lists 748 private schools. They had no counts of students but it might be as many as 100,000. Again, they knew that even the number of schools registered was out of date. While some of these are private non-profit or

claim that status, others are run principally as businesses. "Educated guesses" about private non-profit enrollments in the country place it at about 350,000 but since no adequate separation has been made between non and for profit, the number may be greater or smaller.

Christian Schools: The vast majority of these is Catholic, run by the parishes, dioceses, or orders of nuns, priests, or brothers. They are mostly in the larger cities but some smaller ones also have this source of instruction. The intended clients of the schools determine the language medium (all emphasize English, but not all teach in it). The fees charged to supplement church funding, and the level of instruction, vary widely. Some aim for the poor, especially the sweeper colonies, and charge nearly nothing. Others are to furnish schooling for the children of middle and upper classes and charge accordingly. Still others are to supplement the inadequate schools for girls and take in students from many economic levels. Most try to keep classroom loads at a level that will enable quality education but with the serious problem in government schools, the Catholic schools are being pressured to take more and more students, which in their judgment, is lessening quality. With the memory of nationalization still fresh, they find it difficult to resist official pressures.

There are some (number unknown) Protestant schools in existence; Seventh Day Adventist and Episcopalian were identified and one Church of Scotland was reported. None of these was available for interview.

Muslim Schools: The largest group of private non-profit schools is that operated by the several Muslim groups. They consist of two principal types -- Madresa and Hadis (or Maktab). These fund their education programs from donations to the Mosques, a few receive assistance from the provinces. Almost all the Hadis are simply constructed with few amenities for imparting education. In some, the Imam and volunteers are the teachers. Almost all of these are for boys. At one time they functioned only to teach Arabic, the Quran, and the life of the Prophet but they now teach reading, writing, and arithmetic, in fact, usually a full primary curriculum.

Most Madresa were originally intended to prepare Imams and so have better buildings, equipment, libraries, and hostels. Indeed, some have progressed to full college status with an excellent curriculum. At least one, in Lahore, has recently added teacher education since so many Imams today help administer and teach in mosque schools. Still another indication of fundamental change is that the Madresa in Gujranwala is adding a full college for girls, one of the first in the nation.

Private Board Schools: Most of these are old schools begun in British times and associated with Cambridge, Oxford, or one of the other English colleges. They are called public although they are private. The ones that properly belong in this category are the non-profits, governed by a board, designed to provide very high quality education. (Care must be taken with the term "public" and some alleged association with British colleges since many private schools for profit are using these terms.) The oldest and highest regarded of these schools in Pakistan is Aitchison College in Lahore, set up first as a chiefs college 100 years ago. It is financed by high fees and by contributions from the "old boys." There are also a good many others similar to it but with less prestige.

The Aga Khan Foundation has schools in many Muslim countries, including Pakistan. Prince Aga Khan left a sizeable fortune in investments to fund schools and hospitals, and dedicated Ismaeli Muslims have since added substantial sums to the original fund.

Although built to educate Ismaeli children, they admit students of any creed. The buildings, furniture, curricula, and teachers are excellent. Most of the schools are in Sind and NWFP but there are others.

Additionally, there are other foundations, associations, factory owners and businessmen that have founded schools. Little is known about them since they represent only themselves and have no central organization or reporting system. They vary considerably but are still among the better schools in the country.

Foreign governments, usually through their embassies or consulates, also have schools in the nation. The American school is one of these. They are not registered as part of the Pakistani system but many of the students are Pakistani. They charge fees but are also usually subsidized to some degree by home governments.

Prior to nationalization of their facilities, the All Pakistan Women's Association was a major force in education for girls. Only a few schools are now run by them. To continue effective work with their contributions and volunteers, that organization, abbreviated to APWA, is concentrating its efforts on literacy and skills programs. It operates some on its own, some in association with Literacy And Mass Education Commission (LAMEC), and as joint efforts with Social Welfare, the Ministry of Labour, factories, municipal corporations, and the provinces.

Education for the Handicapped: As noted previously, the Ministry of Health, Special Education, and Social Welfare operates several specialized schools for the handicapped in Pakistan. Private non-profit institutions also work in this field; they depend mostly on donations, some from outside Pakistan, for their operating funds. The Gujranwala school for the blind and deaf, for example, receives money from the Catholic Church, the Government of the Netherlands, and local donations.

Orphanages are operated by several religious organizations, associations, and by provincial and local governments. Social Welfare has several.

6. Private for Profit

The majority of the private schools in Pakistan falls into this category. They vary from the very costly Beacon House type to simple operations in a room or rooms in a home. The quality varies widely but the public often sees them as offering better education and makes sacrifices to enter their children. The number of these schools and their students is unknown except for the indications given earlier. Too, they spring up every day, thus even just registering them is an impossible task under the present regulations. Estimates on their enrollments range from half to a million. Since the government is encouraging private entry into education, and has imposed nearly no regulations on them, some educators see future problems that will be

difficult to resolve. With the present plight of government education, however, and the enormity of the needs, the private for profit schools have a role in Pakistan.

7. United Nations Refugee Schools

Although not a part of the Pakistani educational institutions, there are large numbers of children educated by the United Nations High Commission for Refugees (UNHCR). During their five years of operation, this system has grown to the point that it runs 667 schools (most in NWFP but some in Baluchistan and a few in Punjab) with about 85,000 primary and middle school students. Most teachers are Afghanis but many Pakistanis are also employed in the work.

The program begins by conducting school in tents, then plans to progress to adobe structures, and when sufficient students and community assistance exist, construct block wall buildings. The UN provides the texts, all materials and supplies, and pays the salaries. Through other parts of its program, it furnishes health services, clothing, and food.

So far, secondary, intermediate, and university students are accommodated in the Pakistani institutions. UNHCR provides scholarships when fees are involved, but in many cases the provincial and tribal area schools admit them without extra charges.

E. THE PRIMARY EDUCATION ASSESSMENT PROCEDURES

USAID/Pakistan, in conjunction with the Government of Pakistan, set up the present assessment to more fully describe and clarify the several aspects of education in the country, and make recommendations for what could be done to remedy the problems. A Development Associates team of seven professionals from the United States working in close contact with Pakistani federal, provincial, and other officials, followed a regularized set of procedures and methodologies to effect the assessment:

- The analysis of existing documentation -- studies, policy statements, and statistical data;
- Indepth interviews with federal, provincial, regional, divisional, subdivisional, tehsil, and school officials, coupled with visits to many schools;
- A set of case studies of 220 schools and literacy programs and their catchment area populations: headmasters, headmistresses, principals, teachers, parents, community leaders, youth, and on site observations.

The present report (Part II) with its annexes (Part IV), and a separate volume on the case studies (Part III), are the results of that exhaustive three month study. Part I summarizes the information from the other three and recommends possible action to resolve some of the problems.

1. Document Analysis

The recent studies and assessments on primary and middle school education in Pakistan, and a few on literacy programs, were provided and studied carefully. A few theses and dissertations, both from Pakistani and foreign universities, were aquired where possible. Reviews of pertinent professor and student studies from the Institute for Educational Research, University of the Punjab, and others from departments of education, sociology, and social work in four universities were reviewed.

Government of Pakistan, USAID, World Bank, and Asian Development Bank studies and reports were included in the analyses. Vital to this part of the work, too, were the many statistical reports prepared by the four provinces, FATA, the National Education Council, and other official agencies, and by subordinate entities under them. These were not limited to education but included planning and development agencies, finance, and the National Economic Council. Data from these were synthesized according to the needs of the scope of work questions posed for the assessment. (See the Bibliography in Part IV.)

These analyses were difficult because of the inadequate data gathering and reporting of the several agencies and levels. Officials frankly admitted that most of the numbers included estimates, incomplete returns from surveys, and hurriedly prepared information from overworked officers. The most systematic data were obtained from NWFP which has made a concerted effort during the last few years to implement a management information system. Even there, however, only some sections of the systems were included, and some were found to be incomplete.

Nevertheless, this portion of the procedures, combined with the information gathered through interviews, constitute probably the best and certainly the most complete set of information about education in Pakistan. Whatever the deficiencies in the numbers, and the study team admits to many, the data are sufficient to document with considerable accuracy the present conditions (including strengths and weaknesses), information corollary to those numbers, and recommendations worthy of consideration.

2. Interviews with Officials

Statistical data without the contextual information involved have limited uses. To overcome that potential problem, the study team interviewed more than 380 finance, planning, education, political, religious, business, and association officials. As noted earlier, these were not just at the federal and provincial levels but reached all the way down to the local level and schools. A rigorous schedule, facilitated by federal and provincial officers, made this effort possible. (See the interviewee listing in Part IV.)

Almost all of the interviews were open, frank, and useful. It was obvious that most of the officials had thought about the problems and were wrestling with possible solutions. The study team raised questions that had not always been considered as part of the solution, and these stimulated practical give and take between the interviewees and the interviewers. In other words, the exchange was not just a question and answer session but a fruitful interaction.

Careful notes were taken from the interviews and most of these were put into a narrative report form and annotated to coordinate with the subject matter and the available data. Subsequently, follow-up interviews were conducted when needed to support or clarify the original information. The completed report sets and their respective statistical bases formed the core for the chapters that follow.

3. Case Study Methodology

The scope of work for the assessment included a limited survey of representative school (primary, middle, literacy) types and areas in Pakistan to provide first hand data as corroboratory evidence for the study. The final design by the team converted the survey approach to that of case studies so that not only schools, but their catchment area clientele as well, would form the basis for the primary data. Three types of information were sought:

- Direct data on the schools, personnel, enrollment, attendance, buildings, furniture, textbooks and other supplies, sanitary facilities, drinking water, and playgrounds; this information was collected from the headmaster.

- Opinions of school personnel, parents, community leaders, and youth on the number and quality adequacy of the above, plus reasons for absences and dropouts, and suggestions for improving these factors.

- Observation by trained researchers on the conditions of the schools and on the communities to help explain the other sets of information.

Seven questionnaires were designed to obtain this information through direct interviews and observations: school data form, headmaster and teacher opinionnaire, parent and community leader opinionnaire (with an alternate form for those with family members enrolled in literacy or skills programs), a youth opinionnaire, a special information form for learning coordinators, and the trained researcher observation form. These were field tested in the Islamabad and Rawalpindi areas, revised, and put into final form.

The sampling procedure adopted was purposive to ensure the inclusion of those parts of each province and other areas expected by federal, provincial, and university experts to have substantial differences in population, language, physical and economic conditions, and specialized education needed or provided. Approximate proportions were set for urban-rural, male-female schools, and control of the schools (this later could not be strictly maintained for those systems with relatively few schools). The number of sample districts was NWFP 5, Baluchistan 6, Punjab 10, and Sind 7. Two failures occurred: Thatta District teachers in Sind were on strike, the other rural district interviews were increased; the weather did not permit flights to Chitral District in NWFP, and Dir District was substituted. The Islamabad Federal Area and two tribal areas were included. The final number of the school/catchment area case studies was 220; 2,229 questionnaires were completed; and these represented 2,097 respondents.

No overall contract for the interview work could be let so the USAID/Islamabad team made separate arrangements with professors and students in the Social Work Departments of Peshawar University, University of Baluchistan, and with the Institute for Educational Research in the University of the Punjab. Arrangements were made independently with students and experienced coordinator staff for Sind Province. Intensive training was conducted in each area, utilizing as needed, English, Panjabi, Urdu, Baluchi, Sindhi, Pashtu, and Saraiki. The interviewers worked in teams of two or three as required to cover an area; for difficult areas, they were accompanied by a professor or one of the supervisory staff of USAID/Islamabad, who also completed many interviews. The tabulation was done manually but provision for later computer analysis was made so that these can be added into any later studies.

F. ABSTRACT OF THE CASE STUDIES*

School personnel, parents, community leaders, youth, and trained observers agreed that conditions were intolerable in 9 schools with NO building at all. Eleven schools were conducted in tents or other temporary shelters. Thirteen were so severely damaged that portions of the walls or roof had collapsed. In 88 others the buildings were poorly constructed. Overcrowding jammed from 60 to 104 students into small classrooms and spilled out onto verandahs and in courtyards. One UNHCR school crammed 310 students into small damaged tents.

Opinions on school furniture were not uniform. For the first three grades most parents, community leaders, and youth did not mind floor mats for the seating; school personnel and the observers were inclined to rate this arrangement as poor. Some of the existing furniture was dilapidated and except in a few private and parastatal schools, was insufficient for the number of students. Opinions on textbooks varied widely -- from very poor to very good -- with school personnel more likely to rate them lower than did parents and community leaders. A common complaint was that there were not enough texts for the number of students. School supplies was generally rated as poor and very poor in government schools.

The "playground" evinced the highest number of very poor ratings, with poor following closely -- and with good reason since in more than half the schools visited some had none, others were rough with stagnant water, and in most of the others there was insufficient space. The toilets or latrines, more often the complete lack thereof, brought acrid criticism from two-thirds of the school personnel, parents, and community leaders; the observers were even more critical. Even when toilets did exist, they were often so few or unsanitary so as to pose a serious health hazard. Drinking water is also a problem in about a third of these schools. In some cases it is carried in by the porter or the students, in others some makeshift arrangement supplies moderate amounts; in only a few schools could the drinking water be termed appropriate in quality for the number of students.

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*The complete report is contained in Part III.

The request to rate the primary teachers resulted in a mixed set of replies. Parents and community leaders were usually favorable toward the teachers. About a third qualified their ratings by saying that the teachers were "all right" but there were too few for the number of children and thus their performance was not satisfactory. School personnel rated themselves higher but even they included some portions ranging from very poor to very good. There were no discernable differences in the ratings by rural-urban, male-female personnel, nor province; the respondents appeared to have made their judgment on the basis of teacher quality within the situation. Almost all the observers made special note of the dedication of the teachers, generally under far less than satisfactory conditions. Professionals would no doubt criticize their teaching methods but with too many children in the room, and with sometimes two to six teachers teaching class in that same room, they would have to be praised for their efforts.

The attempt to obtain local estimates of the percentage of boys and girls enrolled in the first five grades was not successful in many locales, even small villages The problem was more acute in Sind than elsewhere. Some school personnel, parents, and community leaders listed the enrollment as 100%, which was obviously not true. Followup discussions qualified the responses with "most of those that should be in school are, many of these other children can't afford school," and "some children in this community are not 'suitable' for schooling." In other words, some of the interviewees had not accepted the principle of universal education.

Excluding these 100% replies, there were important differences among the estimates. Rural Punjab was always lower for urban enrollments. Except for a few isolated communities, Sind estimates were always higher than the other sample areas. NWFP tended to judge from 30 to 50% for boys and slightly lower for girls, regardless of their rural-urban settings. Baluchistan averaged about 80% for urban (Quetta only) boys and girls but the rural proportions were about 60 for boys and less than 8% for rural girls. Urban Islamabad area was set at above 80% for the better housing areas but under 10% for the sweeper and other low paying service areas. In the two tribal areas, villages with schools reported excellent enrollment for boys and girls; when the students had to travel to other villages, the percentage varied from 0 for girls to an average of 11% for boys.

The reasons for not enrolling in school and dropping out were about as expected from the literature. For boys, in every sample area except Islamabad, the chief cause was economic, consisting of two factors: the need to work and the cost of going to school. The second of importance in the provinces and the first in Islamabad was parental neglect; although stated in different ways it included lack of stimulus, lack of interest, and lack of control of the children. The movement of the family from one area to another was in third place. That cause was seldom mentioned in previous studies. The problem was especially cited for Sind. All the other causes were of few mentions: values, customs, misbehavior of teachers, and instruction in a language other than the child's first tongue.

Economics was also the main hindrance to female enrollment and the cause of dropping out. Values and customs were the second most frequently quoted for all the areas except the Punjab (parental neglect was second) and the tribal areas, and among the Afghani refugees (with early marriage clearly in second place). Transfer of parents remained high in Sind. No school available was an important factor for female enrollment in NWFP and the refugee camps. Household duties were seldom cited.

The cost-of-schooling part of the economic problem is not small. Recalling that the annual income for nearly half the families was Rs 4,592 or less (using the official government calculation of $287 for 1985), the average cost per child of Rs 988 ($66) in Government schools is impossible. That figure included the high costs in the preferred government schools, plus boarding for some students; even if those are removed, leaving only ordinary provincial schools, the average cost is Rs 468 ($31), 10% of family income.

For the large Government schools a part of the cost is "donations" requested for admission. These varied from Rs 60 ($5) to 1200 ($80).

Many ordinary provincial schools charge no fees, or under Rs 10 ($.67), but even in those, the books, clothing, and supplies average Rs 350 ($24) per child per year. People under extreme poverty simply cannot send children to even the ordinary provincial schools in which costs are the lowest. The school costs problem is a serious deterrent to universal education in Pakistan.

Most private school education is also expensive. The costs ranged from Rs 50 ($3) to a high of Rs 9,270 ($618); the average was Rs 2,181 ($145). Additionally, in the English medium schools, textbooks from England cost from Rs 250 ($17) to Rs 1,000 ($67) per child per year. A few private schools, mostly Muslim, result in low and moderate costs when the students do not board; a few Catholic schools are in that same category but most of these latter are relatively expensive, even with the Church subsidizing part of the cost. Private education plays an important role in Pakistan but for the most part it is available to the upper middle and upper class families.

The observers verified the attendance at each case study school. It was surprisingly high, averaging 89%. In only a half dozen schools did it fall below 65%. That is, the children enrolled do go to school, regardless of the school conditions. Absences during the year were cited as varying only under extremely inclement weather, during harvest time in rural schools, and when illness sweeps the community. Parents, community leaders, and youth, however, differed from the school personnel opinions on attendance problems, with economic factors (harvests and other work) in second place. Parental neglect was the highest cited cause in every sample area except Baluchistan, where economics was only slightly ahead. Third place for boys was some type of problem with the teacher. The lack of basic facilities (toilets and suitable classrooms) was second for girls. No teacher was often a deterrent for girls since the classes simply were not available to them. Teacher absence was very low in the sample.

For the most part, the case studies provided concrete evidence for those factors discovered by the other professionals in the team. Some, however, caused a factor to be more grave than officials had pictured: schools without buildings, schools being conducted in dangerously damaged buildings, overcrowding beyond any reasonably acceptable level. While some conditions were unfavorable in a few places throughout the survey, some special areas must be noted as generally having such serious building and overcrowding problems that they must be singled out: the Hyderabad Region in Sind Province, the D.I. Khan District in NWFP, the Kohistan District in that same province, and much of rural Baluchistan. It must also be emphasized that in all of these except Baluchistan, urban conditions were as

deplorable as in the villages. Still, children were sitting in courtyards, under trees, squeezed into tiny rooms -- and were trying to study -- and teachers were trying to teach. Some of these conditions, at least, can be remedied, without huge investments.

Attitudes of parents constituted the greatest discrepancy between the descriptions in the literature and the results from the case studies. The previous studies and several official statements emphasized "customs and traditions," indifference to education, and "Islamic principles" as the major causes for the low enrollments in schools. The present interviews inquired directly how many years boys and girls, separately, should go to school. The most frequent reply was 10 years and if these are added to those answered above that level, up to 16 years, the percentage rises to 61. Three and four years accounted for only 2% for boys and girls. The replies from 5 to 9 were scattered and made up 25% or less with one glaring exception, the Punjab, where 34% said primary grade was sufficient for girls and 21% said it was enough for boys. The reasons for making the judgments centered on the present requirements for jobs and for functioning in a democratic society, for the high, and almost always concentrated on economic prohibitions for the lower judgments made. Community leaders, including Imams, answered slightly higher than did parents. Interestingly, too, those that had children that should have been enrolled and weren't, and those with children enrolled, agreed almost wholely on their replies.

Parents and community leaders documented the help the communities had given to the schools. While only 22% had in the past, 38% said the community would help more: school and classroom construction, school repair and maintenance, direct financial help, and assistance to teachers. Many volunteered that meetings of school patrons should be held to ascertain ways to improve the schools.

There were also some vital signs about parental attitudes collected during the interviews and observations. In 8 schools designated for boys, parental pressures had forced the admission of some girls. Parental volunteers as assistants to teachers were working in many Catholic and Muslim schools. Tribal groups donated almost 70% of the costs of operating 2 schools in South Waziristan. Tribal members were organized to obtain girls schools in four communities. In a very poor industrial worker area in Latifabad, Sind, parents were going door to door collecting Rs 2 to 10 ($.13-.67) donations to build a shelter for a courtyard school. Some parents in isolated places actually cried when talking about the lack of schools for their daughters.

The overwhelming evidence from these studies is that parents and community leaders want schools and they want them almost as badly for girls as for boys. Further, they want middle and secondary schools. Any project designed to improve education in Pakistan should include measures to help parents organize to obtain them.

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CHAPTER II.

EDUCATIONAL POLICY AND PLANNING

In Pakistan, educational policy and planning has its roots in a system of studies, meetings, and recommendations made regularly by constituted local and district level councils and special advisory commissions. These groups report ultimately to provincial Departments and the national Ministries of Education, Planning, and Finance. They, in turn, develop educational strategies, integrate these strategies with other priorities and provide the financial allocations for educational development. The framework thus established allows overall policy and plans to be adjusted to varying provincial needs and resources.

For this system to function efficiently, however, the following requirements need to be met:

- local decisions and recommendations should be based on accurate, up-to-date information;
- decision makers should be trained in analysis, planning and administration at all levels;
- the multitude of separate government projects proposed should be planned and funded as integrated programs; and
- the reasons for low school enrollment and high dropouts, noted elsewhere in the report, need to be better researched and understood.

The issues of chronic, student absenteeism and non-attendance are among the most critical that need to be more accurately measured in order to permit the setting of achievable educational goals and strategies.

An urgent requirement of Pakistan's educational planners is to develop an accurate, up-to-date micro data base designed to assist them in understanding and interpreting the current educational scene in order to formulate realistic benchmarks towards desired policy goals. This data base should be fully responsive to varying local and regional differences and indicate opportunities for appropriate change. Macro generalizations based on insufficient and often out-of-date information have not served policy makers, planners and financial analysts well enough in the past. Improvements in data collection and analysis as the basis for intelligent decision making is a universally recognized planning target.

A. ESTABLISHMENT OF EDUCATIONAL PRIORITIES

Educational priorities set forth in policies and plans are, according to documents, determined and coordinated at the national level taking into account needs and aspirations reflected in locally formulated priorities, plans and recommendations. For development projects requiring federal funds, Planning Commission pro-forma documents called PC-1s are filled out by local councils. A PC-1 for school construction will briefly describe the numbers and types of schools and anticipated costs involved, although actual sites may not be specified. The PC-1 for construction is separate from those concerning teacher needs and other ingredients necessary to the educational process. These documents are forwarded to the next higher authority for its consideration and so on through the provincial government to the national ministries. At each level from the district upwards the PC-1s are received and prioritized jointly by both the education officer of the Planning and Development Department and the planning officer of the Education Department. Almost always a PC-1 is approved in principle. However, even though approved, it does not become effective until funds are appropriated by the Finance Department and the project is included in an Annual Development Plan (ADP).

On occasion, however, some person or group at the national level may circumvent the usual procedure and determine a course of action based on political expediency. This top-down mandate would attempt to serve broad national goals but might be out-of-phase and perhaps in conflict with certain regional and local realities, which could inhibit its successful application. Clearly, however, Pakistan's aim is to have a grass roots reality depicted accurately and accommodated, prioritized and funded under appropriate local, provincial and federal plans.

B. NATIONAL EDUCATIONAL POLICY

"Education policies reflect aspirations of a nation and embody principles of action based on philosophic theories considered most suitable for achievement of goals. When objectives change, educational policy must follow suit. Harmonization of Pakistani education with the concepts of Islam and ideology of Pakistan necessitates the adoption of a truly National Educational Policy." Thus reads the foreword to the National Education Policy and Implementation Program which went into effect in 1979 under the Government of President General Mohammad Zia-ul-Haq.

Both this policy statement and its predecessor, The Educational Policy 1972-1980, were formulated only after a number of detailed studies and recommendations were made by eminent educationalists, scholars, lawyers, teachers and students. Each study commission met over a period of two years.

Issues were broadly discussed both at national and provincial levels. Conclusions arrived at were then presented to a National Educational Conference for finalization before being adopted as official policy by the GOP Cabinet. The 1972-1980 Policy was first devised in 1968 and 1969 but was deferred until 1972 because of the political climate leading up to the separation of East and West Pakistan in 1971.

Both documents cover all areas of education and present a rationale for each policy. In addition, the current statement also outlines various programs envisioned by each policy. Policies themselves, however, are not clearly stated and cross-indexed as may be customary in many countries. The attempt to justify each statement and suggest implementation programs for its support results in a malleable rather than a concise document. Policy usually serves as a legal or quasi-legal base. A series of policies provide a framework of parameters within which plans, programs and activities may be formulated. Inclusion of specific time-frames, terminal dates and percentages based on unreliable data or political expediency, weaken credibility and the seriousness which should be accorded to policy statements. For example, on page 5, the 1979 document says; "1. Policy Statement. Primary school enrollment will be increased so that all boys of class I age are enrolled by 1982-83. Universal enrollment for boys will be obtained by 1986-87. In the case of girls, universalization will be achieved by 1992. Necessary provisions in the form of physical facilities, instructional materials and pre-service and in-service preparation of teachers, among others, will be made to achieve the target. A number of non-formal means will be used to achieve universalization. Opening of nearly five thousand mosque schools is a step in this direction."*

The 1972-80 Policy, however, had set universalization for boys by 1979 and for girls by 1984. It is now anticipated that these targets need to be extended past the year 2000. A policy should be realistic to be credible. Based on such credibility, the Finance Ministry must reserve adequate funds and allocate them in annual development plans.

Although educational decision makers are aware of the deplorable state of primary education, few have had the opportunity to witness it first hand. They themselves attended village primary schools during the "independence era" when education was revered or they studied in one of the fine private schools where teachers were better trained, instructional materials were more adequate, classes smaller, rooms larger and the curriculum expanded beyond the basic reading, writing, arithmetic, and religion. Achievement was higher than in the government school system for which they are now responsible. Statistics on paper become a reality when experienced in person.

Realistic policies and plans depend on thorough understanding of actual situations at the micro level. Effective macro-planning reflects the actuality of what is, what could be: i.e., what resources and political constraints impinge on probable successes, what strengths can be built on and what logical forecasts of time and money are required.

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*National Educational Policy and Implementation Program. Ministry of Education, Government of Pakistan, Islamabad, February, 1979, p. 5.

The 1972-80 Educational Policy paved the way for "nationalizing" 3,334 educational institutions and practically doing away with all but a few elite private schools and transferred the control of many parastatals to other agencies. Twenty-five thousand teachers were inducted into government service. Nationalization was effected to prevent the emergence of a privileged class and give the government closer control over education. This top-down policy backfired, however. Good nationalized schools, almost all in urban areas, were soon turned to rubble. Windows were broken out, furniture and equipment were destroyed, doors broken from their hinges. Quality plummetted, and teachers, administrators, and sponsoring institutions devoted to providing quality education were demoralized. The Finance Ministry was unable to support the additional Rs 15 million annual recurring expenditures needed for the takeover.

Nationalization further negated the principle of community participation in educational development. It was soon realized that the Government alone could not build and run all the schools required by Pakistan so the 1979 policy document again permitted and encouraged private enterprise to open educational institutions according to government standards -- but it failed to identify those standards. Safeguards against future nationalization of qualified institutions were assured. Income tax relief was allowed to individuals and organizations for donations to these schools. However, the federal government has since classified all private schools as businesses and requires them to pay taxes. This destroys the policy incentive. In Baluchistan, private schools are registered first in the Department of Industry for tax purposes, then data about them are sent to the Department of Education.

Since 1979, the government has given little more than lip service to encourage and support new private schools -- especially in the rural areas. Already overburdened federal and provincial departments of education are not able to devote the attention required for the registration, supervision, and support of private education with present staff. Special departments, and more explicit policies and organizational modifications for private schools are needed urgently at federal and provincial operational levels. This remains a controversial area that requires more explicit clarification.

As mentioned earlier, educational priorities are determined in the light of policies and development plans based on these policies. Primary education is now assigned top priority at all government levels. Financial allocations -- both developmental and non-developmental (recurring costs) -- for the primary sector recently have been made non-lapsable. The annual development plans are proposed by the provincial governments within the framework of the Sixth Five Year Plan and the Three Year Rolling Plan. They are ultimately approved by the federal Ministry of Education and the Planning Commission. Local communities are fully involved in determining the locations for various projects. Members of the National Assembly (MNA) and members of the Provincial Assembly (MPA) are provided special funds in order to meet the emergent needs of their localities for school construction.

Policy making and planning processes are not affected easily by the commitments and values of influential persons at any stage. Any shift in the policy or priority is more often necessitated by unforeseen or circumstantial occurrence of federal or provincial resource constraints.

The Government of Pakistan has already initiated an accelerated pace of primary education development in order to cope with the alarming situation created by the low participation rate at the primary level and the poor literacy rate throughout the country.

Even in the Three Year Rolling Plan, the physical targets set for primary education are far from the proposed target of a seventy-five percent enrollment rate by the end of the Sixth Plan period in 1988. Many leaders feel that legislation for compulsory primary education in urban areas is a specific measure needed in order to bring all the children of that age group into the primary schools. But such a step can be taken only when adequate facilities, learning materials and teachers are made available and opportunity costs of labor and time fall within the means of the poor and disadvantaged populations of those areas.

The accelerated program for the quantitative expansion of primary education through mosque/community schools had to be cut back in the initial stage of the Sixth Five Year Plan owing to the paucity of funds. As the mosque school policy is being implemented, many unforeseen problems have arisen in various parts of the country. A review of the situation now could strengthen its implementation by documenting constraints and successes and by recommending appropriate solutions or procedures.

C. TECHNICAL QUALITY OF PLANNING CHOICES AND DECISIONS

Current education sector plans prepared by the provincial education departments are based on the National Plan as well as on assessments studies of existing situations at different levels of provincial education. Plan targets are set after macro demographic projections and population distribution forecasts of various age groups have been made. However, major plan deficiencies are caused by the unreliability of available pupil data, inaccurate assessments of teacher and supervisor availability, projections of future employment opportunities, and the like. In view of these constraints, the fact remains that the planning process is forced to depend on unrealistic macro-level compilations rather than specific micro-level information depicting regional differences and needs.

The planning process as reported in Sind Province is based on the analysis of education data and population analysis provided by the district and tehsil offices. Future projections are worked out on the basis of available census reports. There is a dearth of expertise in data collection and statistical processing, however, which limits the validity and reliability of educational data and information being made available for planning and policy making. Further, some concrete information is ignored, such as the deplorable buildings in the Hyderabad Region.

Few research studies have been undertaken to determine the wastage at different levels of education, particularly at the primary level where a high percentage of dropouts and repetitions account for a colossal wastage of facilities and resources. No systematic method has yet been developed to identify, collect and record pertinent initial and on-going data necessary for an effective Educational Management Information System (MIS). Despite these shortcomings, progress is being made in each province. Meanwhile, the quality of educational data and information

available remains inconsistant and seldom accurate. There is urgent need for the development of an organized infrastructure for the collection, compilation and flow of up-to-date statistical information from the grass roots level up to the apex. The establishment of a reliable MIS is near but meager in-depth experience and determination of what data is essential to collect has been a serious constraint in the pace of its development. Personnel training implications for making the new system functional will be enormous, but crucial to its development. The beginning NWFP MIS system, when perfected, can serve as a model.

The Action Plan designed by the Ministry of Education for the implementation of the Sixth Five Year Plan includes strategies for filling in the gaps and shortfalls of physical facilities. The predetermined targets are, however, apparently based on a macro analysis of age group population and existing enrollment rather than on scientifically detailed school mapping information. To comply with the national Ministry of Education Action Plan for physical facilities, the following should be studied in detail.

- condition of existing schools and Mosques;
- prevailing demograpic patterns and projections;
- settlement size, location, and proximity to neighboring settlements;
- prevailing geographic conditions;
- availability of electricity, water and transportation; and
- availability of residents who could be trained as teachers.

Knowledge of these is essential in order to design viable strategies for reaching the disadvantaged populations in the rural areas. On page 34, the Action Plan (Table 1.2) documents the fact that in Sind Province alone, in 1982, there were 68,435 settlements. Of this number, 39,782 had a population of fewer than 100 persons, and an average of only 9.73 primary school age children -- far too few to support a primary school and teacher even if a teacher were available. Nearly twenty five thousand (24,964) settlements had populations of 100 to 500 persons with a total primary school age population of 889,000 for an average of 35.5 boys and girls per settlement. Using these macro statistics, if separate schools were required for boys and girls, and even if all the children were to attend school, nearly 95 percent (64,746) of all settlements in Sind would not have been able to support separate primary schools with trained teachers.

The Academy of Educational Planning and Management is taking steps to provide leadership for the development of an MIS at the provincial level. The Academy (AEPAM) is small but its work to date appears to have gained the confidence of provincial and national planners. A further analysis of its potential in educational leadership is treated in Chapter IV.

Shortfalls in the achievement of goals, policy and targets of the Sixth Five Year Plan have been largely due to:

- inadequate data base;
- weak analysis of available data and research implications;
- unrealistic goals and time frames;
- uncertainties in the allocations of financial resources;

- inadequate and ineffective implementation strategies; and
- lack of administrators trained in procedures essential to effect educational management procedures.

The need for effective mechanisms for execution, monitoring and continuous evaluation of project implementation cannot be over-emphasized. Supervision and monitoring of the educational process at the local level is essential. Staff training facilities, equipment and methodologies need upgrading throughout the system.

D. ANALYSIS OF THE FIFTH AND SIXTH FIVE YEAR EDUCATION PLANS

A development budget goal of the Fifth Plan (1977-83) was to provide educational facilities to increase the primary school participation rate for boys from 73 to 90 percent and for girls from 31 to 50 percent by 1982-83. Education originally claimed only 6.3 percent of total Plan resources. About one-fourth of this outlay was for primary education. This was a great improvement over previous Plans but still left basic primary education to expect only Rs 2.51 billion as opposed to Rs 3.48 billion for secondary and 2.71 for higher education. Scholarships, physical education and sports, and all other programs accounted for the remaining 1.56 billion of the Rs 10.26 billion budget.* As is shown in the following chapter on finances, the human and physical resources could not keep up with the projected expenditure rates and funds for primary education again were usurped by higher education. Only in the last two years of the Plan was primary education able to begin claiming its share. But the most discouraging note was that only a total of Rs 5.5 billion of the budgeted 10.26 billion was actually spent for education at all levels -- a reduction of 46.4 percent! Thus, regardless of GOP policy intent to INCREASE support for education, education ended up with only 3.7 percent of the total Plan budget -- the lowest amount for any of the Five Year Plans.

Poor preparation and implementation/ management of projects was also cited by the Fifth Plan as a basic cause for not being able to to fulfill anticipated goals and spend allocated monies on schedule. Too many projects are prepared in a hurry based on inadequate data and poor assessment of physical, human and financial requirements. Such projects do not come up to expected standards of modern preparation, management and evaluation techniques. Besides, projects are prepared as separate entities and their inter se dependence on other projects, their impact on the economy as a whole, and other regional/material dimensions are not fully appreciated. Despite efforts already underway, a larger and more intensive program in the field of project preparation (particularly in the social sectors of health and education) will have to be launched.

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*The analysis of available unreliable data results in setting unrealistic Plan goals. The Sixth Plan five years later, claims only 48% participation rate in primary schools. This regression may be caused by a 3+ percent population growth rate which supplies children faster than the schools can be built. It also points out the need for development of a comprehensive Management Information System to serve educational planners at all levels with accurate data on participation.

The Fifth Plan goes on to focus on the need for revival of local councils (p. 89);

> "Whereas the administrative hierarchy of the government runs through various tiers from the Federal to the village level, the planning and implementation hierarchy has missing links. It is our common experience that all the projects cannot be conceived and implemented with advantage at the Federal, Provincial or department levels. Most of the projects in the field of Education, Health, Public Works, Sanitation, Water Supply, Minor Roads, Cottage industries, etc. can be prepared and executed at the local levels and local councils can play a more positive and effective role in the development of the country. The need for the revival of the local government is especially strong now because of the sharp increase in the rural social infrastructure public sector outlay. The local representative institutions as such, are in a stage of animated suspension. It is, therefore, necessary to take the following measures:
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> (i) The local government institutions both at the village and sub-national levels should be revived ensuring the maximum elected representation, adequate resources, power to raise funds and freedom from bureaucratic control and interference. The government has decided to hold local body elections. It would be necessary to provide them with sufficient strength and autonomy to be effective instruments of local planning with local resource mobilisations.
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> (ii) The role to be assigned to the local bodies should be such that the more educated section of the community is attracted to seek membership in these institutions. In the long run, it will provide training in political leadership for assuming higher responsibilities.
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> (iii) All local projects in the fields of education, health, sanitation, water supply, rural works, roads, etc., should be entrusted to the local bodies.
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> (iv) Planning Cells and Local Regional Plans -- Most of the projects are conceived, planned, prepared and pushed up by the departmental functionaries on their own initiative and may not reflect the needs of the majority of the population or fit aptly into the integrated development of the area. In fact, all the development plans at the moment in all sectors suffer more or less from this shortcoming. The position is likely to remain unchanged even for minor projects of local significance unless the emphasis is shifted to comprehensive local planning drawn up at the tehsil and district levels. Within the context of overall national targets, these plans should project estimates of manpower and material resources available within the the region, short-term and long-term needs of the community and an integrated portfolio of development projects for various sectors. The plans should be integrated into inter-district development plans which, in turn, should become the basis for provincial plans. However, to achieve this objective, Local Planning Cells may have to be established at the corresponding levels which would draw up these plans in consultation with local representatives from these areas."*

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*The Fifth Plan 1977-83. Vol.I. Economic Framework, Government of Pakistan, Planning Commission, Islamabad, June 1977, p. 89.

Other bright spots in the Plan, include the stated realization that the success for educational implementation depends primarily on the availability of competent teachers and adequate training facilities to produce the required number of teachers.

Nine years later (1986) there is some evidence of Plan fulfillment. More competent teacher training institutions and teachers are being developed and local people down to the Union Council level are sometimes involved in planning. Consolidation and integration of projects, methodologies for implementation and management, and the development of extensive in-service training programs stressing modern techniques of data collection and program development are also being carried out.

The Sixth Five Year Plan (1982/83--1987/88) allocates Rs 19.85 billion to the educational sector. This is considerably higher than the Rs 5.5 billion actually spent under the Fifth Plan. The Plan strategy is linked with quality expansion at the primary level and qualitative improvements at the higher levels. (A complete summary of the Sixth Educational Plan can be found in Annex II.1.) The first priority in primary education is listed as access through school construction. Utilization of Mosques as schools to accommodate Classes I-III is a salient feature as well as making these classes coeducational wherever local religious traditions permit. Other significant strategies include:

- curriculum simplification -- especially in Classes I-III;
- staggered class hours to serve regional needs;
- removal of obstacles to female education by community;
- parental motivation;
- encouragement of the private sector to participate; and
- increased participation of local bodies for the development of educational facilities.

In addition, 120,000 primary teachers are to be trained after they are recruited. These teachers will, therefore, be paid the initial salary of already trained teachers while they are studying. Scholarship schemes are to be liberalized to enable all talented students to have full access to education. Special provisions are made to increase female education at the primary and middle levels. About 15 million persons in the 10-19 age group are targeted to be made literate largely through a new "drop in" school for dropouts or youth that have had no prior access to primary school. For the Federally Administered Tribal Areas (FATA), accelerated expansion of enrollment at all levels is a focus.

Three major policy issues are stressed in the Sixth Educational Plan:

- local bodies need to be involved in the development of the educational process;
- revision of user charges (tuition and fees), especially in higher education, needs serious consideration; and

- the private (non-government) sector is to be allowed freedom in the development of educational institutions at all levels.

Benchmarks (1982-83) and targets (1987-88) for primary education are listed as:

		Benchmark	Target
Number of Primary Schools		73,782	114,137
Enrollment in Classes I-V	Total	6,754,000	12,354,000
	Male	4,608,000	7,712,000
	Female	2,146,000	4,624,000
Participation Rate (%)	Total	48%	76%
(Ages 5-9)	Male	63%	90%
	Female	32%	60%

Again, the targets appear to be unrealistic for achievement in five years even though many of the 40,000 mosque schools included may already be constructed or in place. Provincial plans developed in accordance with the National Plan guidance seem to be more cognizant of both financial and human resource realities. Final allocations for the Sixth Five Year Educational Plan are as follows:

	(Rupees in billions)	
a. Development costs (1983-88)	19.85	(national)
b. Previous recurring annual costs	31.90	(provincial)
c. Increase in recurring expenditures on account of Plan implementation (1983-88)	8.50	(national)
d. Total recurring costs (b+c)	40.40	(both)
e. Total recurring costs (a+d)	60.25	(both)

During 1985 and 1986 the Government of Pakistan recognized the vital need to improve education and literacy. Every day the news media carries articles and editorials supportive of education. Provincial governments are readying plans to put into action in response to Prime Minister Junejo's Five Point Development Plan initiatives pertaining to education and literacy. (See Annex II.2.)

In response to the Sixth Plan conceptual framework, the Ministry of Education developed an Action Plan for Educational Development (1984). Unlike the Sixth Plan, however, the Action Plan stressed quality over quantity -- improvement of the system over expansion. The accent on quality appears correct for the primary level. Improvement is sought by:

- better physical facilities;
- an effective supervisory system;
- extensive programs for teacher training; and
- appropriate provisions for incentives -- for staff and students alike.

The program focuses on the development of the union council as the rural planning base stressed in the Fifth Plan. Although the size, geographic environment, cultural background and productivity of these 4,000 union councils may vary enormously throughout the nation, allowances will be made for such differences. On the average, a union has a population of 150,000 and encompasses 10-12 primary schools, serving 8-10 villages as well as lesser settlements. Unions come under the guidance and purview of Provincial Local Government and Rural Development Departments and constitute the official grass roots level organization charged with planning and implementing development of projects for their geo-political areas that will be integrated with national socio-economic development efforts. They are charged with reducing the burden of unemployment, increasing the density of services provided to agriculture and other rural activities, improving rural infrastructure, providing initial social amenities to target groups and creating an institutional framework for ensuring community participation in the implementation of rural development programs. Financial resources are available from the national and provincial governments; their own resources; contributions by local communities in the form of land, labor, money and materials; and foreign aid. Provincial grant funds for rural development are distributed to the union councils through the District offices. Fifty percent of the grant funds are allocated according to the number of districts and councils. The other fifty percent is distributed according to proportionate population ratios. Ten percent of the total may be reserved for maintenance and repair costs.

Union councils may plan and implement projects in agriculture, communications, education, health and sanitation, forestry, irrigation, livestock, low-cost housing, rural drinking water, social welfare and small industries. To qualify for inclusion in the union council ADP, annual costs of a single project must be at least Rs 5,000 but not more than Rs 50,000. Of course, technical schemes must pass the scrutiny of appropriate technical bodies.

The next higher unit, a tehsil, is comprised of 8-10 union councils. A district is made up of several tehsils. Planning is being done by these "spatial areas" to ensure balanced educational development by areas. The Action Plan proposes that eventually there will be:

- mosque or primary school in every village;
- a primary model school in every union council;
- a girls middle school (Classes VI-VIII) in every union council;
- a technical middle school in every tehsil;
- an intermediate boys school (Classes IX-X) in every tehsil;
- a technical high school in every district; and
- a library for every town committee.

Thus in every district complete educational opportunity would be available beginning at the village level. Planning would be on a district-wide basis with more districts being added every year as resources permit.

Quality as a dominant factor in the establishment of 4,000 primary model schools -- one in each Union Council -- would be expressed in a cost conscious way. Each school would have at least five classrooms, five teachers, a headmaster's room, modest furniture (teachers chair and table), blackboards, benches, a teachers kit, a library and provision for physical education and sports. To these should be added pure drinking water, latrines, and where possible, electricity. To round out the union council set-up, in at least one village a Rural Education and Development

(READ) program is planned. (So far READ is implemented only in the Islamabad Federal Area.) READ includes these non-formal activities for rural adults:

- a mohallah school for females;
- a community viewing center for TV programs including literacy classes;
- a women's educational center; and
- village workshop program.

The latter two are for learning vocational and entrepreneurial skills. All of these educational facilities are to be coordinated by the Village Educational Committee.

The "spatial " planning at the union council level includes both a male and female supervisor attached to the union council system of schools. It is planned that such persons would be members of the council level Education Committee, would motivate the community, supervise education in the primary and mosque schools, and coordinate all formal and non-formal activities within their area. Transportation for the supervisors would be furnished on a "hire-purchase" plan. Because of dual school systems for boys and girls, there is a proliferation of one and two room primary schools, often antiquated and poorly understood management and supervisory practices, and a work load that seems to average 100+ far-flung schools for each male and female Assistant Education District Officer to manage. Supervision of schools, teachers and administration by actual visits to schools is now nearly non-existent.

The upgrading of a girls primary school to middle school status (Classes VI-VIII) and a boys middle school to include Classes IX and X at the high school round out the Action Plan program in the union council. Every effort also is being made, where possible, to consolidate (combine) schools by mixing boys and girls together in Classes I-V and by employing more women to teach these coed schools.

If these segments of the Action Plan are realized, the effect on rural enrollment could be spectacular. Ministry of Education planners regard this as the soul of the Action Plan. These projects are being carried forward in preliminary discussions of the Seventh Plan for 1988/89-1993/94.

E. FEASIBILITY OF MAKING SIGNIFICANT EDUCATIONAL PROGRESS

Existing policy and planning structures and procedures are basically sound. Needed refinements are largely in revising the PC-1, required for development costs, into a more meaningfull and more explicit planning document. The pro-forma PC-1 treats educational improvement as isolated items. There is a separate PC-1 for school construction, another for teacher training, another for initial equipment and supplies, and so forth. These documents refer to the projects set forth in the ADP. They are collected from all sections of the district and province, reviewed by the education and planning departments and approved if properly prepared. As stated previously, they do not become active for implementation, however, until

funded by the finance department in an Annual Development Plan. As separate units of an integrated effort, however, very often the implementation time-lines do not match. Equipment may arrive before a school is constructed. Buildings may be erected but no teacher has been trained.

What is needed is a time-phased comprehensive project plan which identifies and provides for all interrelated segments in an orderly fashion, relates the project to already approved development goals, describes and funds both development and recurring cost inputs and outputs required and gives a prognosis of conditions expected to exist after project completion.

As suggested by the MOE Action Plan for Educational Development, concentration on union councils to fill the present void in planning, supervision, and hands-on assistance to individual schools and teachers appears to be a good focus for improving the district educational system. At the present time, this system is quite ineffective below the geo-political tehsil level. A large supervision/ management void exits. Union council members and ASDEOs could be trained by provincial planning institutions to prepare such documentation pertaining to the council's system of schools and its portion of the district's or province's ADP. District education officers could lend support to assure coordination with other societal needs. Union council members could coordinate their development planning activities so that schools would be used after hours for non-formal education, community health activities and other social programs being planned concurrently. Provision of electricity, water, latrines, sports programs, boundary walls, teacher housing, road improvements, and such would be separate projects but coordinated into the whole program.

Preliminary plans outlining this program could be drawn up in one year with tentative cost requirements estimated. All such programs could then be reviewed and prioritized so that the finance department could reserve fairly firm funding levels for final design and implementation in the following year's ADP. Funds then allotted would be non-lapsable for the duration of the development period. Recurring costs would also be foreseen and budgeted for accordingly.

The Planning Wing of the Education Secretariat should be strengthened to give support and assistance to local planners and to provide for inclusion of local efforts in national plans. The Pakistani planning process for education at both national and provincial levels is described in detail in a January 1986 report made by Coopers and Lybrand Associates. This rather complicated analysis is simply entitled "Ministry of Education Pakistan-Project Preparation Cell." This report was funded by the Overseas Development Administration of the British Government. It is a good reference document that complements and collaborates in detail many of the findings expressed in this USAID study.

Another crucial area of the Ministry of Education's policy and planning system that urgently needs supportive strengthening is the creation of a reliable, comprehensive data base. The responsibility for the collection and analysis of educational statistics is now uncoordinated among a number of different institutions, i.e., Central Bureau of Education, Academy of Educational Planning and Management (AEPAM), MUST in the North West Frontier Province, Directorates of Education in the other provinces, and the University Grants Commission. The type and frequency of information and the system by which information is gathered varies widely. Data are inconsistent and inadequate for effective planning. In 1984, the Primary Education Wing in Islamabad published National School-Mapping Surveys for

Baluchistan, NWFP and Sind. Baluchistan planners largely discredit the survey saying the data base used did not agree with their records. MUST in the NWFP, apparently had not seen the survey when interviewed in April, 1986. They did not appear much concerned, however, because they feel that their system, which was being developed with guidance from the AEPAM, is superior; the Sind Province is also developing a more personalized system of school mapping and likewise dismissed the national school mapping survey lightly; the Punjab is collecting its own school data through still another system.

Clearly there is a need for national/provincial/local coordination in developing a reliable system for collecting vital educational data needed for policy and planning development. Further, the nature of the statistical information now generated is not coordinated with the Planning and Finance Department authorities; the data frequently do not meet the specific information requirements needed by planning coordinators and decision makers.

As improvements are made in the data collection, analysis, policy making, plan development and implementation procedures, significant procedural, technical and organizational changes will be necessary. New techniques will need to be developed. Modern equipment must be installed. Inter-departmental relationships may need modification.

For staff to cope with mastering new processes and conforming to altered responsibilities, a time-phased and continual staff training program will be of major importance for personnel at all levels. Coordination and support of programs implemented through provincial institutions will be the responsibility of the MOE while utilization of the programs and development of systematic schedules of staff training will rest with the provincial departments of education and planning.

In Pakistan, most of the personnel engaged in educational planning and management have not had the opportunity to undergo any systematic training. By and large, they have learned routine procedures on the job by trial and error. Career education leaders are drawn from the ranks of secondary school teachers who then move up through positions as headmasters, college teachers, assistant education officers and so on. It is rare that a primary teacher with eight (female) or ten years (male) of formal education plus nine months of pedagogical training will ever have the opportunity to return to study for the length of time necessary to enter the career track. This would require another six to eight years plus another year of pedagogical training to qualify for teaching secondary school -- the career entry level. Because of the stringent restraints on primary school teacher promotion, it is unusual for a person charged with instructional supervision, curriculum development, or teacher improvement of primary schools ever to have had the responsibility of teaching in a primary school and personally experiencing its problems and challenges. There are few university level college courses and no degrees currently offered in educational administration. It becomes glaringly apparent, then, that educational policy, planning, program development, administration, supervision and general leadership is not supported by a firm foundation of formal training and experience. This is especially true of primary education and may be a principal cause for gross inefficiencies in the system.

To concentrate on this problem the Academy of Education Planning and Management (AEPAM) was founded in 1982 as an autonomous body of the Ministry of Education. One of the Academy's main purposes is to train a corps of professionals who will have a multiplier effect in transmitting the skills of educational planning,

management and research to others. In its brief history the Academy has a good record. It is now actively seeking continued and expanded donor support to intensify its efforts in offering short courses to include systematic study at the Diploma (6-9 months), MS (1-2 years), and PhD (2-3 year) levels. Degrees would be offered in planning, management, and four areas of formal and non-formal education. Courses would include statistical analysis; quantitative techniques for optional allocations; forecasting methods; MIS; educational planning; manpower planning; institutional planning and management; project planning, monitoring and evaluation; leadership and decision making; group dynamics and conflict management; inspection/supervision; management of innovation and change; budgeting and control; key issues analysis; locational "spatial" planning; curriculum and research; financial management; institutional administration and personnel management.

The Academy is currently training provincial employees using the facilities of local public administration faculties. It is within its purview to train and coordinate the staffs of these provincial institutions to conduct both short and long term courses on a regular basis so each province can better focus on adaptations to its own situation and needs. Strengthening the AEPAM should receive high priority.

Legal and regulatory considerations for improving the educational environment may include, but are certainly not limited to, the following, all of which are supported by present educational policy and plans:

Class Size: If any elementary (1-3) primary (4-5) or middle school (6-8) class enrolls more than 4 pupils above the maximum limit of forty (local officials said fifty) for a period of three consecutive months, school officials must immediately plan construction of an additional classroom and employment of an additional teacher for the next school year. An exception to this policy might occur if school enrollment projections do not indicate substantial growth or show the influx to be a temporary matter.

Teachers Salaries: Responsibility and accountability must be applied to any increase in teacher salaries. A possible point system and its rewards might include:

	Rs/month	Maximum Rs/year
• teacher absenteeism, 0-6 school days per year;	200	2000
• student absenteeism, 90% attendance average;	200	2000
• participation in in-service activities during the school year;	200	2400
• teach adult education classes two months during the summer period; and	300	600
• attend academic program in teacher training, supervision, etc. during summer period.	700	1400

Housing and conveyance allowances for rural teachers should be at least the same if not greater than for the urban teachers. Serving in "hardship posts" should merit extra pay.

School Size and Area Served: Proliferation of small separate schools for boys and girls -- especially in rural areas -- creates serious financial problems. Such schools are not cost effective. When distance is not too great, a small "critical mass" should be established to enhance cost effectiveness and the quality of learning, teaching, administration and management, and to improve social relationships among neighboring villages. To this end, policies should encourage:

- coeducation, (Clases I-V);
- only one elementary school (Classes I-III) to serve all students within a 2 kilometer radius; and
- only one primary school (Classes IV-V) to serve all students within a 3 km radius.

When enrollments are small and mixed enrollment is not accepted, a school could double shift for boys and girls separately. (If adequate roads and vehicles are available, school committees and union councils should consider methods of providing transportation to students and extending the radius, permitting larger, more efficient schools.)

Substitute Teachers and Village Aides: Nothing is more demoralizing to a class of students than to have a teacher not show up to conduct his/her classes. To provide for emergencies when a teacher's absence cannot be avoided, the school committee should train and appoint a teacher's aide to take over for the teacher so classes are not left unattended. Remuneration should be commensurate with training. No regular teacher should disrupt his own classes by having to "cover" for a colleague. The aides would receive priority for in-service teaching and promotion to regular teaching status.

School Age: Children age five are experientially and emotionally less able to do more than imitate and memorize under situations that exist in most government school[illegible]bility to learn with meaning and understanding is a growth process that accelerates as a child increases in age. Careful consideration should be given to delaying admission to class one until the child is six years old. Positive effects would be felt throughout the educational system. Some Ministry of Education and Bureau of Statistics reports already refer to primary enrollments as ages 6-10 rather than 5-9. Girls would still complete primary class five before reaching puberty.

Preschool Age: Children ages 3-4 now attend Class I in some schools and distract the teacher from concentrating on the school age children. It is often necessary to provide for the under-aged so their older brothers and sisters may be released from their "babysitting" duties and be able to attend school. Policies should be considered to provide appropriate educational experiences for these "kachis" in other surroundings. Village women could be enlisted and paid for their services. Classrooms made available by consolidation could be used for preschool programs. Other buildings could be constructed or rented. A small user fee should be

charged. These preschools should be located not more than one kilometer from the child's home. Curriculum should be appropriate for the 3-5 age group and could include some memorization of the Holy Quran, oral-aural Urdu, initial literacy/numeracy concepts and social activities as the young children become "ready" to learn in this preschool program.

Maxumum Use of School Buildings: Every effort should be made to make the school a center for community activity. After school hours the classrooms could serve another shift, for non-formal education activities, literacy classes, drop in school, health and family planning programs, agricultural extension activities and so forth. Policy should determine:

- administrative procedures;
- which types of groups and activities would be appropriate to use school facilities; and
- amount of a small service charge for building use, and maintenance.

Women Teachers: There should be a concerted effort to enact policy supportive of increasing the number of women teachers and head teachers in the primary schools. Except for remote areas, most villages have a few women who have completed eight or ten years of school and are eligible to become teachers. They should be encouraged to be trained in their own communities through union council/Teacher College (Allama Iqbal Open University) in-service training programs. Women tend to have a greater acceptance to teach mixed classes than do men.

Urban vs Rural: As the majority of Pakistanis live in rural areas, policies reflect this demographic reality. Increasingly, however, people are moving to the cities in search of employment and better amenities. Urban educational problems are often unique and demand special attention, policies and procedures. Schools operated by government and quasi-government agencies as well as private organizations abound but are largely uncontrolled by national or provincial regulations and supervision:

- regulatory efforts of provincial governments vary widely;
- schools are large and space for expansion is minimal but additional floors might be added upward;
- there is an excess of trained teachers in some urban areas; and
- most urban buildings are used on a double shift basis.

The present urban overcrowding would have to be relieved before much change could be effected.

Classroom Size: Standard school designs show no planned relationship between good educational practices and the size and type of facilities necessary for effective implementation. Official plans require only a bare room 16 feet by 18 feet to serve some 40 students and a teacher. This only allows 7.2 square feet per student including aisle and storage space. Such a space confines the teacher's program to

activities where students are crammed into tight rows with limited movement possible. It does not allow for use of benches or desks. It provides no space for reading books or writing materials and forces rote memorization and chanting as the basic learning method. Young children's attention span is short. They need a balance of active and passive activities. It is little wonder that teachers like to conduct classes in more ample space outside the classroom's confining walls. Government model schools and private schools visited have larger rooms. Money spent on adequate facilities will be paid off by better teaching, increased learning and improved attitudes toward schooling.

Primary School Career: At present, the primary teacher is cut off from the mainstream of professional advancement. Because of a lower level of schooling required, he is stuck in a system which neither recognizes nor rewards his talents and labor. Although a child's attitudes towards learning are formed in his early years, the school provides no adequate system of goals and rewards for its teachers who create the climate and guide the child through the initial years. Policy should ensure that primary teachers have opportunities opened to them via distance learning, in-service training, summer school and subsidized academic classes for further study and advancement. They should be able to aspire to becoming a learning coordinator, head teacher, principal, curriculum coordinator, supervisor or director of primary education at the tehsil, district or national level through study, experience and performance. Bright, effective young primary teachers should be encouraged to broaden their fields of knowledge, through participation in planned career opportunities. Their efforts should be acknowledged by awards, scholarships, and credit for outstanding service and experience within the field of primary education. Policies and regulations governing such a career program should receive priority attention.

F. SPECIFIC RECOMMENDATIONS FOR POLICY AND PLANNING

Each of the following recommendations supports and amplifies key activities planned or already being developed by the federal and provincial governments in their action plans and Annual Development Plans.

1. Data Collection, Analysis, Policy Determination and Planning

   Support and expand the autonomous Academy of Educational Planning and Management in Islamabad to provide:

   a. Support service for the development of an effective, coordinated Management Information System (MIS) including school mapping procedures and data collection in each of the provinces and the federal areas. This system would provide accurate information vital to planning and management on an up-to-date basis. It would be geared to serve village education committees, union councils, tehsils, districts, divisions and provincial secretariats of education, planning and finance with comprehensive data needed for policy making, planning, PC-1 design, implementation and management of their educational systems;

b. Highly trained analysts to interpret MIS data and research data and to serve as a "think tank" for the civil service policy and decision makers at each administrative level;

c. Coordinating body and clearing house for private and public educational research efforts. Such research should include data on relationships between literacy/education and farmer income, health practices, and fertility; and

d. Coordination of provincial management and administration institutes including courses and degree programs in educational administration, procedures and techniques for developing plans, programs and projects. Focus on appropriate documentation for multi-year implementation and financing.

2. Grass-roots Approach to Policy and Planning

Support and fully implement the Government of Pakistan educational policy and programs based on both the common and differing provincial needs as reflected by the analysis of MIS, school mapping, other appropriate substantive data and the availability of funds from all sources. The approach utilizes Pakistan's existing administrative structures and networks, but places a stronger emphasis on national planning that would be based on well thought out local to province development plans and which reflect the focus on local authority and responsibility. It would move the authority for decision making, administration and supervision closer to the essential teacher/learner situation and existing socio-economic and cultural conditions. It would permit policy and planning to be adjusted to local conditions but still maintain general national parameters.

It would be difficult indeed for the finance departments and ministry to deny well designed, time-phased, integrated plans for primary education emerging from and focussing on grass roots educational problems, supported by adequate data, and having district and provincial endorsement.

3. "Spatial" Planning for Educational Systems

Support the union council, working with its villages, as the beginning geo-political unit with responsibilities for integrated development planning. This approach supports the federal Education Action Plan projects of planning and upgrading a network of village schools by establishing a well equipped supervisory base in at least one model primary school (Classes I-V). It also stresses bringing together (consolidation) and integration of separate boy/girl schools whenever feasible. Where consolidation is not advisible, this "spatial" concept provides for the stated goal of establishing 4,500 new primary girl or double shifting boys schools. Policy and planning under this concept also calls for upgrading one room schools to two rooms in the smaller villages, upgrading one primary girls schools to a middle school in each union council, upgrading one boys middle school to secondary status, and assuring that each village has either a mosque or regular school which will serve both

boys and girls in the community. Thus within every group of 10-12 villages education for girls through class eight and boys through class ten is to be available.

At the next spatial level (tehsil), a middle technical school and a higher secondary school would be assured. And at the district level a technical high school will be developed. Technical schools will have double shifts to accommodate those who must work while going to school. External assistance will be sought for developing the technical and high schools.

To complete the district support of education, each will have its own in-service and pre-service training institution for both men and women, or one for two districts when population is sparse. Emphasis would be on continuous training activities as near the local schools as possible.

4. Private Sector Freedom to Develop Educational Institutions

Support of this Sixth Plan issue would greatly increase the revenue base and expand educational opportunity. Growth of the private educational sector will also necessitate strengthening provincial school administration structures to provide for adequate supervision, support, and assure inclusion of all non-government private statistics in the MIS and school mapping data. Such a data base is not available today.

Under this recommendation would be support of such activities as development of a tax free reimbursable, matching grant/loan fund scheme at low profit payback for educational foundations and other private sector supporters of non-profit primary schools. Preference would be given to girls or coed schools and double preference to establishment of such institutions, including boarding schools, to serve rural areas. To be eligible, organizations should meet a set of criteria to be developed jointly with the private sector.

5. Matching Grant Support to Special Iqra Tax Earmarked for School Construction and Rehabilitation

The new 5 percent surcharge (Iqra) on the import taxes is being distributed to the provinces in the form of a federal grant. Fifty percent of this Iqra tax grant may be spent on upgrading substandard school buildings and constructing buildings for the estimated 18,000 "shelterless" schools. Provision of matching grant support to this Government of Pakistan school renovation effort, based on size and need is recommended. GOP funds have been scheduled based on current classroom size and amenities. Matching grant funds would cover the additional costs of increasing the primary classroom from 288 to 560 square feet for an active learning environment and other necessities such as:

- furniture instead of mats;
- participation in planned programs of continual in-service teacher training under regular supervision;

- required use of certain teaching materials other than textbooks;
- hostels and transportation for female teachers;
- adequate playground space;
- pure drinking water supply;
- flush or chemical latrines;
- first aid/ health kits; and
- at least six foot high boundary walls to protect the school yard from animals and intruders, and to set the school aside as a community "center of pride."

Agreement would also be sought so that Katchies preschool children would be provided separate space in the village or compound and be taught by trained parents under the supervision of a head teacher, thus relieving the Class I teacher of this burden and supplying an active, positive program for primary aspirants.

All schools thus supported would be provided pure drinking water and adequate latrines.

6. Support to Strengthen World Bank Funded Primary Education Development and Expansion Program (PEDEP)

To the extent the GOP, the World Bank and provincial governments would agree to the matching fund requirements, and where the PEDEP schools are included as an integral part of the district education office responsibility and implementation program, the PEDEP program should be further supported. The latter caveat could greatly strengthen the PEDEP effort.

7. Raise the Image and Prestige Accorded to Education

Support an extensive public relations program to instill pride in schools and promote relevance of schooling, both formal and non-formal, to the child, family and the community. Posters, radio/TV/video messages, printed materials and public meetings would be aimed at local conditions--not a national "canned" program to which people might find it hard to relate. The Ministry of Religion would be encouraged to cooperate by preparing materials enlisting the cooperation of local Imams and other religious leaders in highlighting certain "Sayings of the Prophet" extolling the values of education and its importance to Islam. Special messages could be delivered during the Friday 1:30 Mosque services when attendance is largest. Allama Iqbal Open University should also serve this project as should the new National Institute for Communications in Education Program.

Underlying results expected from the above recommendations would include:

a. Reduction of the numbers of under-productive, expensive primary schools for six to ten year olds wherever proximity of settlements and local customs/mores permit;

b. Consolidation (combining) of schools to better serve children's social needs;

c. Reduction of teacher and student absenteeism;

d. Strengthening of instructional supervision;

e. Increased cost effectiveness;

f. Reduction of the present enormous wastage of dropouts and repeaters;

g. Improvement of learning materials and environment;

h. Enhancement of education's position in rural societies; and

i. Improved financial support of primary education.

The issues and recommendations presented in this analysis will continue to be of major concern to Pakistan's educational policy makers, planners and managers for years to come. Substantial GOP, private sector and foreign donor support for their resolution should be a continual focus of future cooperation programs.

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CHAPTER III.

THE FINANCING OF PRIMARY EDUCATION

Financial data about education in Pakistan, without the contextual materials on schools, enrollments, and teachers -- and separately by province -- offer little to aid the planning process. Although some of the data and descriptions are provided elsewhere in this assessment of primary education, the salient information is presented as a framework for the educational costs. After the costs have been examined across the years, the logical sequence is to make projections about present plans and to suggest some targets for the future. The combination should be useful to federal and provincial departments and to other donors considering some assistance to primary education in this country.

A. THE PROVINCIAL SCHOOL SYSTEMS

It is crucial to understand at the outset that the provinces have a considerable internal authority and responsibility for primary education -- indeed, all education levels except university. At the same time, however, they are dependent in part on the federal government for some of the funds required to implement education. Most development money (chiefly construction) and some of the recurrent costs (a higher proportion in Baluchistan and NWFP) are obtained through various sources from the federal government, as will be explained in subsequent sections.

1. Primary Education in the Punjab

Tables III.1 through III.7* offer data about primary education in Punjab. Table III.1 shows that the number of primary schools increased at an annual compound rate of 4.54%. Boys schools increased in number more rapidly than girls. The year of the largest gain was 1982-83, when the total number of schools went up by approximately 5,700. Boys schools accounted for 86% of that year's gain. (There are many coeducational schools in the Punjab but federal statistics somehow aggregate them into boys or girls.)

Table III.2 indicates that enrollment in primary schools in the Punjab rose by 5.21% a year, this being slightly in excess of the rate of opening new schools. Girls' enrollment increase was about one percentage point higher than that of boys'. Enrollment increase was especially high for boys in 1982-83 and for girls in both 1981-82 and 1982-83. The gain in 1983-84 was not as large as in 1982-83. Table III.3 refers to the number of teachers. Over the period 1975-76 to 1983-84, teachers in place showed an increase approximately equal to enrollment gains in boys' schools but somewhat less in the case of girls' schools. The largest amounts of teacher hirings were recorded in the years 1981-83, assuming that the rate of departure from teaching service is more or less uniform from one year to another.

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*Since the tables are necessarily complex, they are presented at the end of the chapter to facilitate reading the narrative.

Table III.4 shows the number of students per primary school in Punjab. The average number of students fell slightly in boys schools and rose rather substantially in girls schools. Table III.5 indicates that the number of students per teacher underwent no large change, but the ratio advanced more in girls schools than in boys.

Table III.6 reveals that some 75% of provincial primary enrollment is in primary schools; the remainder is to be found in primary sections in middle and high schools. Only 53% of girls enrollment is in rural places, as compared with 72% of boys.

Table III.7 offers certain data on primary education disaggregated by district in the Punjab. This table reinforces the idea that rural education so far is mainly for boys, not girls, all over the province. However, in the urban schools of five districts (Attock, Jhelum, Gujarat, Lahore and D.G. Khan), the number of girls exceeds that of boys. The number of students per teacher varies widely from district to district and from urban to rural schools, but not so much by sex.

Here are summary conclusions about the data on primary education of the Punjab. First, there was an acceleration of provision for primary education in 1981-83; however, this acceleration was not sustained in 1983-84, the first year of the Sixth Plan. Second, examining annual rates of change, one might say that Punjab was more careful in matching new schools and new teachers in the case of boys than in the case of girls. However, there is no particular disadvantage to girls in the number of students per teacher.

2. Primary Education in Sind

Tables III.8 through III.12, being similar to Tables III 1-5 for Punjab, will be discussed as a group. The other Sind Tables, III 13-15, will be discussed separately later. Enrollments in Sind advanced at roughly the same rate as in Punjab, about 2.25 percentage points above the generally assumed population growth rate of 3%. In the Sind, however, the rate of growth of enrollment for females in rural areas was extraordinary: 7.27%. Neither the number of primary schools nor the number of teachers in place advanced at as high a rate as enrollment. Thus, the number of students per school and the number of students per teacher increased substantially, especially in rural areas.

The number of primary schools showed a relatively large increase in 1983-84 for urban boys schools and in 1982-83 for urban girls schools. Neither increase was sustained in 1984-85. The biggest gain in number of teachers occurred in the years 1982-84. Only a rather small advance was registered in 1984-85.

Table III.13 indicates that enrollments relative to 5-9 age group by district in Sind, 1984-85, are very high for urban males and very low indeed for urban females. The number of students per teacher shows no startling difference among districts nor as between urban and rural areas. Table III.13 also reveals that in provincial schools of Sind there are more female teachers than male, but this is accounted for entirely by one place, the Karachi region. It was found that the schools of the Karachi Municipal Corporation are also predominantly female. Karachi is a city of the female primary school teacher.

Interpreting Table III.14, the typical village in Sind has a primary school for boys but fewer have primary school for girls. Table III.15 offers some data on the characteristics of mosque schools, 1983-84 and 1984-85. The enrollment is 70% male and the teaching staff is 94% male. The schools served 40 students each, on the average. Comparing Tables III.15 (special programme, mosque schools) and 9 (total enrollment) one can say that in 1984-85, mosque schools accounted for 12.2% of primary school enrollment in Sind.

3. Primary Education in NWFP

Tables III.16 to 20 offer the standard data about schools, enrollments and teachers in NWFP. Here are the highlights. The rate of school openings is higher in NWFP than in either Punjab or Sind. The numbers of female schools advanced more rapidly than those for males. Total enrollment grew at an annual rate of 8.16% from 1975-76 to 1984-85, nearly three times the estimated population growth. Female enrollment grew at a rate in excess of 9%, 1.5 percentage points higher than the male rate.

Numbers of teachers advanced far in excess of the rates in Sind, especially in rural areas, but still less than enrollment increases until recently. The gain in teachers that began in 1981-82 was sustained into 1984-85. NWFP sustained growth, Punjab and Sind did not. Relative to other provinces, the number of students per school appear to be large in NWFP (III.19). This is especially so for boys as they, unlike girls, continue to grow in size. Table III.20 indicates that growth in students per teacher has been rather high in boys schools but moderately low in girls.

Table III-21 deals with mosque schools in NWFP. The average size of mosque schools -- 42.3 students in 1984-85, is about the same as in Sind. In 1984-85, mosque schools accounted for 7.0% of primary school enrollment in NWFP.

4. Primary Education in Baluchistan

Data on primary education in Baluchistan are not easily assembled and summarized. Pressure of time prevents detailed scrutiny. Table III.22 shows that rates of enrollment increase have been high. Starting in 1982-83, even the rate of gain in enrollment of females jumped upward. Table III.23 indicates that Baluchistan relies almost entirely on Junior Vernacular teachers (i.e., untrained) at the primary level. The number of students per qualified teacher is rising and in 1985-86 exceeded 500.

5. Summary Comments

The data presented in these tables raise a number of important questions. The answers, alas, are not yet clear.

a. If the rates of enrollment increases exceed the estimated population growth rates in each province, why has not Pakistan been able to report improvement in its primary school participation ratio since 1970? Admittedly, the higher enrollment increases are in the two lower population provinces, but the question remains. Were the earlier benchmarks based on over-stated enrollments? Are the annual compound rates of change tipped up by recent

major increases, the effects of which are yet to be taken account of in computation of the participation ratio? If the latter is the explanation, can the advances at the level of 1981-83 be restored and maintained?

b. While the data at hand show that the numbers of students per school and students per teacher have been generally rising, they do not indicate a gross degree of overcrowding. Yet, the rather large number of schools visited by the Team were, in the main, grossly overcrowded. If what the tables show is correct and if the Team really saw what it thought it saw, then there must be a lot of schools that are underutilized. Likewise for teachers.

   Here is a possible explanation. Probably the Team was taken to visit "better schools." Parents, knowing of bad conditions in the typical provincial institution may put extreme pressure on the heads of "better schools" to accept their children. The good schools become too overcrowded to provide good instruction, but they are still preferred by parents to any alternative within their financial means. In Section G, this process is described as a "Gresham's Law of Education" -- bad schools drive out good.

   Ordinary educational planning suggests building on strength provide additional resources to good or nearly-good institutions and leave weak institutions alone. But if a Gresham's Law of Education is undermining the effectiveness of the better schools, then possibly it would be wise to improve those weaker institutions that can be salvaged, in the hope that their improvement will reduce enrollment pressure in overcrowded situations. However, this is not a policy judgment that can be made without a great deal more information.

c. The present enrollment target for female enrollment is a 60% participation ratio. If Pakistan managed to enroll all urban females in primary school, it would still need to bring about 40% of rural females into the schools. The tables indicate that, under present conditions, this is a feasible target only in Punjab.

   The Team was told that parents are reluctant to send daughters to school. This may well be so in some areas, but Team is convinced that the main impediments to primary education of rural females is lack of a school for girls and lack of female teachers. Schools can be built, and rather quickly at that. Lack of female teachers is the most serious problem in meeting Fourth through Sixth Plan enrollment targets in primary education.

   One short-run solution would be to induce educated females in the cities to go teach in rural areas. In some cities, there is presently a surplus of trained female teachers, but there are legal/administrative barriers to the employment of a city-born female in the villages. Also, the system of teacher allowances operate to the disadvantage of most rural teachers.

   These matters could be changed, but taking care of them would by no means solve the problem. More fundamental actions are required. This is, perhaps, the most significant challenge to educationists in the Seventh Plan.

B. PROVINCIAL REVENUES AND EXPENDITURES

Since the provinces are the main suppliers of primary education in Pakistan, it is important to consider provincial revenue sources as well as provincial expenditures on education -- most particularly provincial expenditures on the operation of primary schools. This section of the report is concerned with recurrent revenues and expenditures (called "non- developmental" in Pakistan). A later section will take up matters relating to capital outlay.*

1. Provincial Revenue Sources

The provinces of Pakistan receive by far the largest share of their revenue receipts from the Federal Government. Though the provinces have been assigned important responsibilities for law and order, water supply, sanitation, agricultural operations, irrigation, health, housing, and education (below the university level), the provinces lack fiscal autonomy. The degree of fiscal autonomy has been shrinking over time. Lacking own-revenue sources that are productive, the provinces cannot balance the pain of higher levies on the public against the benefits yielded by additional services provided to that public. Instead, the provinces are forced to allocate a sum of revenue receipts that is both too limited and too unstable over public services that are crucial to the very survival of the country.

Because the provinces are fiscally dependent, it makes sense to consider their revenue base first off in terms of the consolidated federal and provincial budgets. The two main types of direct taxes, income and property, account together for a very small share -- estimated at 13.3% in 1984-85 -- of total revenue, even by the standards of developing countries.** The property tax, often employed as the mainstay of the finance of local bodies, raises an insignificant sum. In passing, however, it must be noted that the property tax in Pakistan is a provincial levy and that the provinces distribute a share (at different rates in different provinces) to local bodies in proportion to taxable values held within the various local bodies.

From 1979-80 to 1984-85, the deficit in the consolidated budget rose from Rs 14.6 billion to an estimated Rs 27.3 billion. The annual compound rate of increase was 13.3%. Between 1979-80 and 1984-85, interest in the consolidated budget went up from Rs 4.8 billion to Rs 15.2 billion - an annual gain of 25.9%. Interest now represents approximately 20% of current expenditures in the consolidated budget.

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* Unless otherwise noted, the following materials are the basis of this section: Estimates of Charged Expenditure and Demand for Grants (Non-Developmental), four provinces various years; Finance Division, Government of Pakistan, Pakistan Economic Survey, 1984-85; and Finance Department, Government of the Punjab, Budget White Paper, 1985-86.

**Finance Division, ibid., p. 68

Consolidated Federal and Provincial Budgets

		Rs Million	%
1979-80	Total Revenue	38,502	100.0
Actuals	Tax Revenue	32,507	84.4
	Taxes on Income	5,177	13.4
	Property Tax	327	0.8
	Sales & Excise Taxes	12,888	33.5
	Import Duties	12,126	31.5
	Other Taxes	1,989	5.2
	Non-Tax Revenue	5,995	15.6
1983-84	Total Revenue	73,167	100.0
Revised	Tax Revenue	58,413	79.8
	Taxes on Income	8,708	11.9
	Property Tax	522	0.7
	Sales & Excise Taxes	21,555	29.5
	Import Duties	24,771	33.9
	Other Taxes	-	-
	Non-Tax Revenues	14,754	20.2
1984-85	Total Revenue	79,975	100.0
Budget	Tax Revenue	63,913	79.9
	Taxes on Income	10,074	12.6
	Property Tax	532	0.7
	Sales & Excise Tax	23,132	28,9
	Import Duties	27,037	33.8
	Other Taxes	-	-
	Non-Tax Revenues	16,062	20.1

Source: Finance Division, GOP; the 1980-81, 81-82, and 82-83 periods were eliminated to facilitate the comparisons.

Certain features of provincial finance on the recurrent side are worth noting. The figures that follow show the dominant position of central tax assignments in the recurrent budgets of the provinces. In 1984-85 central tax assignments represented the following shares of general revenue receipts: Punjab, 52.4%; Sind 51.0%; NWFP, 36.0%; and Baluchistan, 26.9%. In three of the provinces, central tax assignment was by far the largest major source of recurrent revenue. The Federal government allocates 80% of the net proceeds of three taxes: export duty on cotton, sales taxes, and taxes on income, including corporation tax but not including taxes on remuneration paid out of the Federal Consolidated Fund. (The yield of the highly productive Federal tax on imports is not shared with the provinces). The shared taxes are divided up on the basis of population: the allocation is Punjab 57%, Sind 25%, NWFP 13%, and Baluchistan, 5%. The important thing to note is that the provinces have no control over the amounts of these receipts from one year to the next.

Provincial Finances in Rs Millions

		Punjab	Sind	NWFP	Baluch.	Total
1982-83	General Revenue Receipts	9,216.7	4,020.6	3,012.7	1,632.2	17,882.2
Actual	Central Tax Assignment	5,537.9	2,235.8	1,223.6	352.7	9,350.0
	Provincial Tax Receipts	1,630.1	887.5	219.2	456.8	3,393.6
	Non-Tax Receipts	2,048.7	1,187.8	1,619.0	622.7	5,478.2
	Payment on Debt Service	1,606.6	904.0	743.4	325.5	3,579.5
	Surplus/(Deficit)	(419.7)	(109.7)	(340.5)	181.3	(688.6)
1983-84	General Revenue Receipts	10,950.2	4,955.2	3,654.5	1,940.6	21,500.5
Revised	Central Tax Assignment	5,983.4	2,570.7	1,374.6	544.1	10,472.8
	Provincial Tax Receipts	1,630.8	910.6	238.3	841.8	3,621.5
	Non-Tax Receipts	3,336.0	1,473.9	2,041.6	642.3	7,493.8
	Payment on Debt Service	2,110.1	1,062.8	864.0	369.9	4,406.8
	Surplus/(Deficit)	(1,394.5)	(160.4)	(571.2)	(140.2)	(1,985.9)
1984-85	General Revenue Receipts	12,697.9	5,632.9	4,267.9	2,263.9	24,862.6
Budget	Central Tax Assignment	6,655.0	2,875.3	1,537.4	608.4	11,676.9
Estimate	Provincial Tax Receipts	1,806.3	992.7	257.5	1,056.1	4,112.6
	Non-Tax Receipts	4,235.7	1,764.9	2,473.1	599.4	9.073.1
	Payment on Debt Service	2,609.3	1,239.3	1,053.5	483.5	5,385.6
	Surplus/(Deficit)	(1,365.8)	(257.2)	(570.8)	71.3	(2,122.5)

Source: Finance Division, GOP

Provincial tax receipts are not a major item in any province except Baluchistan. The relationship between the amount of debt service and the yield from provincial taxes is instructive. Debt service is incurred in the provinces mainly because of loans from the central government to finance the annual development programs, "cash development loans." Provincial debt service has been rising over time. By 1983-84, provincial debt service exceeded provincial tax receipts in Punjab, Sind, and NWFP. In other words, the federal government is drawing more money back from the provinces each year than they are able to raise from their own tax sources.

Each province obtains a substantial amount of non-tax receipts, especially NWFP (relative to total revenue receipts). Non-tax receipts for the most part represent cost recovery or various forms of user charges, broadly defined.

At the present time the federal government has a kind of agreement with the provinces to meet deficits on current account. The total of provincial deficits has been growing rapidly, as the previous figures show. It is hard to believe that this is truly a "blank check policy." Indeed, the Team was informed in Sind that the Sind deficit had been frozen except for the excess in educational recurrent expenditures over the 1982-83 level. This matter requires some explanation.

As a part of the 1982-83 Special Development Program, the federal government requested the provinces to make a massive expansion of mosque schools to serve the first three grades of primary school. The federal government pledged to meet teacher salary costs in newly-opened mosque schools. In 1983-84, the federal government rescinded that decision. After negotiation, it was agreed to regard the increase in primary school recurrent expenditures above the 1982-83 level as development costs. This latter policy was translated into the general pledge to meet provincial recurrent deficits. There is now some evidence that education deficits (but not just primary) are treated as an open-ended obligation of the federal government while other deficits are subject to control. If this is so, there would remain the question of why the provinces do not use the federal government's liberality to address some of the most distressing conditions in primary education: Class size of over 100, absence of instructional materials, lack of transport for supervisors, schools that are falling down, inadequate and inefficient teacher training -- the list is long. Doubtless there are understandings among federal and provincial finance officers as to what the phrase, "meeting provincial deficits" really means.

In any case, financing of deficits by the federal government is not an assured source of revenue. In the next depression, the federal government could simply decline to do so, or it could decide to meet only a portion of current deficits. This would curb the capacity of a province to accept development projects, especially those with high future recurrent costs. The danger would be greatest in a province that had taken the largest advantage of the present deficit absorbing policy of the federal government.

2. Recurrent Expenditures in Education

Table III.24 shows data on recurring expenditures on education, recurring expenditure on primary education, and real recurring primary education expenditures per student in the four provinces of Pakistan. Certain conclusions can be drawn from that table.

a. The proportion of the recurrent education budget held by primary education varies from one province to another. In Punjab it is in excess of 50%, in 1982-83 it reached 60%. In Sind it is approximately 45% and it is only slightly less in Baluchistan. The proportion tends to be least in NWFP running a range from 33.6% to 41.3% during the period 1975-76 to 1985-86. (The figures for the latter year are budget estimates).

b. On the other hand, during the years 1975-76 to 1985-86, there was no general shift in the primary proportion. In each province there were some year-to-year variations, but the 1975-76 primary share was almost exactly equal to the 1985-86 share in each province. Insofar as the announced priority in the education chapter of the Sixth Plan was for primary education, that has not resulted in a relative diversion of resources to primary education at the expense of the other education sub-sectors.

c. Beginning in 1982-83, the last year of the Fifth Plan, there has been a startling increase in recurrent expenditures on education in total and in primary education as well. This can be noted by comparing in Table III.24 the annual compound rates of change in recurrent expenditures for the period 1975-76 to 1981-82 with those for the period 1981-82 to 1985-86. The shift is strongest in Punjab and NWFP, smaller but still pronounced in Sind, and not distinguishable in Baluchistan. However, for the whole period 1975-76 to 1985-86, recurrent expenditures on education - total and for primary alone - show an advance in excess of 20% annually. From this evidence, it may be said that the provinces are making a commitment to educational development with respect to recurrent expenditure. This is not to say that recurrent expenditures are adequate. On the one hand, Pakistan suffered considerable deterioration of its educational institutions during the 1970s. On the other hand, demand for primary education is strong and rising. There is far too much overcrowding in the schools and there are other serious problems as noted elsewhere in this report. (See Part III.)

d. With regard to real recurring expenditures per student, Sind showed virtually no change during the whole period 1975-76 to 1985-86, except for a temporary downturn from 1980-81 to 1982-83. Punjab and NWFP registered modest gains, but almost all of the rise occurred in one year, 1982-83. The last year of the Fifth Plan appears to have been quite favorable for education including primary education. In Baluchistan, only fragmentary data are available, but nevertheless that province shows the largest relative and absolute rise in real recurring primary expenditure per student.

The question is what constitutes the objects of recurrent expenditure in primary education. For the year 1984-85, revised budget estimates indicate the following:

	PERCENT			
	Punjab	Sind	NWFP	Baluch.
Recurrent Primary Expenditures (all costs)	100.0	100.0	100.0	100.0
Establishment Charges (salaries & allowances	98.3	93.3	89.5	88.0
Salaries alone	81.5	75.3	69.4	60.2

Source: Estimates of Charged Expenditures and Demand for Grants, 1985-86, (Non-Developmental) Four Provinces

In the two most populous provinces, almost all recurrent expenditure on primary education is consumed by establishment charges, meaning salaries plus allowance. In Punjab, establishment accounts for 98.3% of primary recurrent expenditures and in Sind 93.3%. The ratios for NWFP and Baluchistan are lower: 89.5% and 88.0% respectively.

What may account for the differences among the provinces? It is known that NWFP and Baluchistan provide some free textbooks.* In NWFP, some students in the first two classes are given free textbooks, whereas in Baluchistan free books are given to many students in all primary classes in rural areas, which is to say to most of the students. The cost of free textbooks in Baluchistan has risen from Rs 1,450,145 in 1976 to Rs 7,108,970 in 1985, an annual rise of 19.9%.*

It is also possible that NWFP and Baluchistan are more generous in providing materials to teachers but the Team was unable to ascertain this with precision. In general, these allocations are said to be meager and this was confirmed by site visits to a large number of primary schools in NWFP and Baluchistan. More definite estimates are available for Sind: in Karachi Region, Rs 20 per school (regardless of size) per month; in Hyderabad Region, Rs 5 per teacher per month.

On what objects are recurrent expenditures in primary education not placed - as compared with general practices in other countries. Building maintenance is not an object of recurrent expenditure. This is regarded as a responsibility of the local community. (In Punjab, maintenance of middle schools has been taken up by government but primary schools are still left untended.) Nothing but the most basic of instructional materials are supplied -- basic meaning chalk and a teacher's notebook -- aside from the UNICEF teaching kit, and this latter set of materials appears rarely to be used. Transport of supervisors is not recognized as a recurrent expenditure except in the World Bank project schools. School lunches are not offered; and by observation, neither is clean drinking water to be found very often. (see Part III.)

*In the case studies (Part III), parents paid for most texts; apparently provision has not caught up with supply.

3. Recurrent Budget in the Punjab

Additional information is available on the recurrent budget of Punjab. As for revenue receipts, 1984-85 revised, Punjab received the following amounts from federal shared taxes: export duty on cotton, Rs 132.2 million; income tax, Rs 4,082.3 million; sales tax, Rs 2,093.6 million, a total of Rs 6,308.0 million. From provincial direct taxes (agricultural income, property tax, capital gains tax, gift tax, property transfer tax, etc.), the yield was Rs 486.5 million (the agricultural income tax produced only Rs 0.4 million) Provincial indirect taxes (stamp duties, motor vehicles tax, entertainment tax, electricity duty, etc.) offered Rs 1,357.5 million. Total provincial taxes came to Rs 1,844.0 million. Income from property and enterprises amounted to Rs 66.3. Fees, charges, and fines (cost recovery in general) brought in Rs 1,768.1 million, of which education accounted for Rs 149.2 million. (At the primary level, Punjab charges Rs 1 per student per month; in the other provinces no charges are made for primary instruction.) Miscellaneous receipts amounted to Rs 312.7 million. In the revised figures for 1984-85, there is a deficit in the recurrent budget of Rs 2,971.2. This was met by the Federal government. From the details of the revised estimates of recurrent revenue for 1984-85, it is seen that the revenue deficit met by the federal government (Rs 2,971.2) was 1.6 times larger than the sum received by Punjab from its own tax sources (Rs 1,844.0 million).

Current expenditure in 1984-85 (revised) amounted to Rs 13,270.4 million. The provision of social services claimed the largest amount: Rs 4,342.2 million, or 32.7%. Within the social services category, education was the largest activity, claiming Rs 3,179.0 million, or 73.2%. Table 25 indicates changes in the various main components of the education budget from 1975-76 to 1984-85. It would appear that Punjab continued to give highest priority to secondary education, not primary through that year, at least as measured by rate of change in expenditures. Table 26 shows shares of education and primary education in total recurrent expenditure from 1980-81 to 1985-86 (budget estimates). It also indicates the share of primary education expenditures taken up by total establishment and by salaries. There is a small rise (2+%) in the share of the recurrent budget put to education. Within the education budget itself, there is no substantial rise in the share of recurrent expenditures claimed by the primary sub-sector.

Of special interest is the proportion of the recurrent education budget that is taken up by establishment charges (salaries plus allowances). In five of the six years, 1980-81 to 1985-86, the share to establishment was over 97.5%. This leaves only small amounts for those crucial kinds of expenditures that support the important work of the primary school teacher.

In its Budget White Paper 1985-86, the Finance Department of the Government of the Punjab listed, among its criteria for approving recurrent budgets, the following two principles:

- special allocations should be made, where necessary, to improve the maintenance of the capital assets of the government.

- in order to ensure a reasonable level of operational efficiency in government, adequate funds should be provided to cover the expenditure on consumable items like stationery, equipment, etc.

Education is a major expenditure item for Punjab and primary education absorbs the largest share of the total. Yet, almost all of the primary money is taken up by teachers' pay and allowances. Each year Punjab spends roughly Rs 2 billion for teachers but much of that money may be lost because the small but necessary supporting allocations are not made. It is similar to the case of an agricultural department that pays salaries of extension agents but does not offer transport. The agents sit around the office and fail to reach the farmer. Essentially, the salaries of the agents are for nought.

In the case of primary education, these particular lacks appear to be serious: (1) The Team was informed that Government of Punjab assumes no responsibility for maintenance of primary school buildings. Site visits to schools convinced the team that many buildings are sufficiently deteriorated as to interfere with instructional processes. (2) Government of Punjab is said not to supply funds for conveyance of inspectors. Team was informed that the Education Department had requested Rs 7.6 million for this purpose in 1985-86 and that the request was turned down by Finance. Without contact with inspectors or supervisors, teachers feel -- and are -- isolated from professional contact; the Team was repeatedly told that one of the most important sources of inefficiency in primary education is teacher absenteeism. Proper provision of inspectorial services is known to be effective in reducing teacher absenteeism. (3) Recent studies have shown convincingly that a relatively small allocation of instructional materials - in the order, say of 5 to 10% of recurrent budget - is one of the most cost effective means of raising levels of student achievement. Site visits to schools indicated a virtual absence of instructional materials. Suggestions as to what amounts and kinds of materials that should be added are made in Chapter V.

4. Recurrent Budget Flexibility

Where recurrent budgets are over-strained, the capacity of a province to embark on development projects is also constrained. Development projects entail future recurrent costs. Naturally, a province will be cautious in committing itself to meet obligations for future recurrent expenditures if it finds that its revenue sources are highly inelastic. Primary education is vulnerable on this score because its ratio of recurrent costs to development outlays is unusually high.

In the case of the Punjab, 31 per cent of its 1985-86 budget was spent as transfers, which consist of interest, grants, and subsidies. Interest alone represents 71% of transfer payments. Transfer payments are not under the control of the province.

Of consumption expenditures, representing the other 67 percent of the recurrent budget, 69 percent take the form of wages, salaries, and allowances. Since it is not the practice of the provinces in Pakistan to engage in large lay-offs of public servants, these establishment charges must be regarded as fixed in the short-run. Thus, even in those simple terms, 79% of the Punjab budget is untouchable (transfers plus establishment). All the various departments and agencies, such as housing, public works, jails, police, agriculture, forestry, require some materials purchases to fulfill their purposes. Roughly, well over 90% of the recurrent budget is fully committed now and in the future, and there are many claimants for whatever share remains.

Of course, the question of capacity to absorb development projects is moot as long as the federal government meets provincial deficits. This practice, however, is not a pledge or a guaranteed resource. In fiscal planning, the "absorb-the-deficit" policy (maybe) is not a substitute for a set of productive and elastic provincial taxes. Without such the province will be utterly unable to make long term plans and will increasingly be forced to resort to user charges. Excessive reliance on user charges is a denial of the basic rationale for the existence of government over and beyond the functions of law and order, and defense.

C. BROADENING THE PROVINCIAL REVENUE BASE

In the latter parts of the section of the report, "Provincial Recurrent Expenditure," the conclusion was drawn that the provinces require a more assured and elastic revenue base. Otherwise, the social services, including primary education, will be operated at a low level of efficiency and effectiveness. Recurrent expenditures will be inadequate relative to the needs of the population for services and the provinces will be constrained from taking up development projects in the social sector because of their concomitant requirements for additional recurrent expenditures in the future.

It is the opinion of the Team that there is only one action that would be both constructive and fair in dealing with this problem, namely, to increase the yield of the agricultural income tax in very great measure. The Team realizes this is not an original suggestion, but nevertheless it appears to be the correct one. .

Regarding primary education in particular, it also seems possible to shift part of both the recurrent and developmental costs off the provinces.

1. Agricultural Income Tax

As was noted in the section on "Provincial Recurrent Expenditures," the consolidated federal-provincial budget of Pakistan reveals an extreme reliance on indirect taxation. Whatever equity a revenue system possesses -- at least in any modern state -- is to be found in the imposition of direct taxation. Equity is likely to be enhanced, of course, if the rate structure is progressive.

Value added in agriculture runs in the order of Rs 105 billion a year, and this value is now largely untaxed. Low-income farmers should be exempted from the tax, but it should be noted that roughly 40% of agricultural land is operated by large farmers. If 10% of value added in agriculture could go to the provincial revenue bases and if the larger share of that yield could be put with health and education (primary education holding priority for consolidation and modest expansion in the case of female students), the most urgent social needs of the country could be met for the time being.

Furthermore, the tax on non-agricultural income is one of the most elastic in the country. A tax on agricultural income also should be relatively elastic, and certainly more elastic than the sales tax, a present mainstay of provincial finance. As the Finance Division has stated:

"Direct taxes account for a very small proportion of total tax revenues because of various exemptions granted. Almost one-third of the total income is exempted simply because it originates in the agriculture sector. The rationale for exempting agricultural incomes from income taxes seems to have been that agriculture is being implicitly taxed as the domestic prices of agricultural products fall significantly short of the world market prices. This line of reasoning, however, misses the simple point that people pay taxes, not sectors. Equity demands that equal taxes be paid by people with equal incomes, irrespective of the source of that income.

Moreover, except for rice, domestic prices are close to world market prices at present. Even where prices in the domestic and world markets differ, it is hardly justified to exempt agricultural income from income tax. This is because while depressed prices affect both the small and the large farmer alike, the income tax would exempt the poor and tax only the richer farmers. With the present exemption limit of Rs 18,000, all poor farmers (with incomes less than Rs 1,500 per month) would pay no taxes but those farmers who pay no income taxes today, despite incomes of Rs 1,500 per month and more, would be asked to contribute to the national development effort like all other citizens. As the price distortions have already been removed, and the income tax is more progressive, it may be expected to yield more revenues, better income distribution and more efficient production if agricultural income is included in estimating income tax liability."*

Ideally the agricultural income tax would be administered by the provinces with possibly a share of proceeds turned over to the federal government. Only if the provinces have the power to set rates on an important source of revenue can the provinces begin to make rational calculations about requirements for public services, i.e., to weigh burdens on tax payers against benefits to citizens. As it is now, given the small contribution that provincial taxes make to provincial budgets and given the inelasticity of those taxes, the provinces can only play a zero-sum game among their service departments; the urgent needs for services by one department can only be met at the expense of sacrificing urgent needs for services of another department. Whether it would be politically possible to assign the agricultural income tax to provincial administration -- over and beyond the administration of the token tax on agricultural income that they already carry -- is beyond the means of the Team to say.

2. Shifting a Greater Share of Costs to Local Bodies

There is a possibility that some relief to the provincial fiscal burden could be obtained by inducing the local bodies to serve additional numbers of primary students. To begin to explore that possibility requires an examination of the existing activities of local bodies in primary education.

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*Finance Division, Government of Pakistan, Pakistan Economic Survey, 1984-85, Islamabad, 1985, p. 69-70.

In two provinces, NWFP and Baluchistan, very few primary schools are run by local bodies. In Peshawar, the municipal corporation operates two high schools, one for males and one for females. The Team was told these are the only MC schools in NWFP, some local committees do have schools elsewhere in the province.

In Punjab, on the other hand, local bodies provide primary education for 12% of primary students in the province. Table 27 offers certain information about primary education of local bodies in that province. In 1985, there were 7 municipal corporations in Punjab: one each in Lahore, Rawalpindi, Sargodha, Faisalabad, Multan, and 2 in Gujranwala. Each to operates primary schools; smaller places, such as Khushab, Kasur, and Vehari also have show enrollment in local schools, administered not by municipal corporations but by municipal committees. A second point to note is the high proportion of female enrollment; for all practical purpose, female enrollment is equal to male, province wide. In 11 places (Rawalpindi, Jhelum, Gujarat, Lahore, Sheikhupura, Okara, Multan, Vehari, Bahawalpur, Bahawalnagar, and Rahim, D.G. Khan) enrollment of females exceeds males. (Taking account of the objective in the Sixth Plan of improving access of females to primary education, it would make sense to discover what special attraction local body schools have for girls, as compared with provincial schools.) By provincial standards, the number of students per teacher is relatively high in MC schools. In Punjab, this is particularly notable in schools for females. In 6 of the areas in which local bodies maintain primary schools, the average number of female students per teacher is in excess of 60. Given that the enrollment in Class IV and V is less than in I-III almost everywhere, such a high average ratio implies very large groups of students per teacher in the early grades. In spite of this, parents apparently seek to enroll their daughters in local body schools in preference to provincial institutions: either that or they are forced to do so by a mandated shortage of places in provincial schools. (Brief descriptions of these local systems are provided in Chapter I of this volume and some samples were studied in Part III).

In the financial structure of local bodies in the Punjab is more or less uniform among the provinces, so the basic conclusions about finance in Punjab should have some generalization utility.

In 1984-85, the major sources of local body revenues for 1984-85 in the Punjab were:

Municipal Corporations
(amount in Rs 000)

Source	Amount	Percent
Taxes, Tolls, Rates, Fees, Cesses	791,050	90.3
Remunerative Projects	17,679	2.0
Grants-in-Aid	2,615	0.3
Other	65.590	7.4
	876,934	100.0

*Special Assessments

Municipal Committees

Source	Amount	Percent
Taxes, Tolls, Rates, Fees, Cesses	527,061	85.6
Remunerative Projects	7,140	1.2
Grants-in-Aid	5,688	0.9
Other	76,076	12.3
	615,965	100.0

Town Committees

Source	Amount	Percent
Taxes, Tolls, Rates, Fees & Cesses	209,635	83.9
Remunerative Projects	5,601	2.2
Grants-in-Aid	540	0.2
Others	34,147	13.7
	249,926	100.0

District Councils

Source	Amount	Percent
Taxes, Tolls, Rates, Fees, & Cesses	557,863	86.2
Remunerative Projects	3,496	0.5
Grants-in-Aid	1,425	0.3
Others	84,441	13.0
	647,225	100.0

Source: Department of Local Government and Rural Development, Government of the Punjab, Financial Position of Local Councils in Punjab, 1982-83 to 1984-85, Lahore, 1985

From these figures, it is clear that local bodies operate on their own. They receive little assistance in the form of grants-in-aid from higher levels of government. The mainstay of local body finance is the octroi, a tax on goods, the collection of which is put out under contract to the highest bidder.

Average local body income per capita in Punjab municipal corporations in 1984-85 was approximately Rs 175. It varied from a low of Rs 137 in Faisalabad to a high of Rs 230 in Rawalpindi. In Lahore it was Rs 151. These figures might be viewed against a per capita expenditure for primary education, four province aggregate of provincial schools, of approximately Rs 30. Municipal committees had per capita incomes on the average about equal to those in municipal corporations, but the range was large; Rs 808 in Murree to Rs 59 in Bhera. Town Committees had average per capita incomes in the order

of Rs 100. District Councils received much less, with the average per capita being in the order of Rs 25-30. Many district councils gained less than Rs 20 in 1984-85.

In Sind Province, the Karachi Municipal Corporation (KMC) primary schools in 1985-86 enrolled 105,233 students, of whom 55,736 (53.0%) are female. There are 3,621 teachers (29.1 students per teacher), of whom 3,284 (90.7%) are female. There are 512 headmasters/headmistresses for 507 schools. Four hundred thirty-three of the heads are female (84.6%). Most of the schools run on double session. Unlike provincial schools, KMC primary schools are staffed with chowkidars (gate keepers), peons, and sweepers, a total of 1,235 for the 507 schools. KMC provides one inspector for each 50 primary schools, a considerably more generous ratio than Sind Province does.

From what has been noted, it is clear that the KMC primary school program is more costly than provincial programs. KMC spent approximately Rs 950 per student in 1985-86. This might be compared with a figure of roughly Rs 375 for the province. Of the KMC recurrent budget of Rs 100 million, only about 80% is spent on establishment charges, leaving a substantial share for such objects as instructional supplies. About 10 primary school facilities are opened each year, and with double shifts, this means 20 schools. KMC operates its own teacher training program, currently with 460 students.

The Team concludes that there is a base of primary education in local bodies upon which the country can build. But there are problems. First, the revenue base of the local bodies is not necessarily secure. A concern has been expressed that the provinces may take over some of their sources. Second, the Team was repeatedly told that primary education is viewed as an onerous burden by local bodies. Local councillors, it was said, are much more interested in streets and water supply. Insofar as this is a correct assessment local bodies are unlikely to expand primary education in the absence of a financial incentive. Third, in rural areas, local bodies are very deficient in revenue as things now stand. There is , then, a question as to whether local residents would submit to a new local levy, perhaps a flat tax per household, in order to assume control of a new or expanded primary school. Fourth, and on the other hand, some teachers are said to be adamantly opposed to local control of education. Just why is not altogether clear, but the most common reason given was the adverse effects of local political factionalism on the operation of schools and on the lives of the teachers themselves.

a. Loss to Revenue Sources to the Provinces. This threat could probably be laid to rest if the provinces were willing to make appropriate pledges about the inviolability of local revenue sources and if the provinces enacted statutes to provide for an additional sharing of provincial taxes with the local bodies. Both types of action probably await tax reform by the central government.

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*It must be pointed out, however, that the other municipal corporations in Sind have far fewer resources and spend much less per pupil.

b. Lack of Interest of Local Councillors in Primary Education. This is mainly an aspect of urban education, since few places except those large enough to have a municipal corporation or a municipal committee are likely to have both the financial resources and the administrative capacity to operate educational institutions all by themselves. With regard to municipal corporations and municipal committees, provinces conceivably could stimulate the interest of councillors in expanding primary education by offering to meet a share of the costs, i.e., by a system of matching grants. The financial aspects of this arrangement would require careful negotiation. One side of the problem is that MC schools appear to be better financed than provincial schools. Suppose an MC is spending Rs 1,200 a student a year and the province Rs 400. If the province offered 50-50 matching, it would not receive financial relief but would suffer an additional burden. For the province to receive relief, the match ratio would need to be less than 1/3 province, 2/3 MC. Next, the province would need to try to restrict its own contribution to new enrollments. If the province found itself obligated to match expenditures for all the students who are already enrolled in MC schools, it would be in an unfortunate situation, saddled with a huge annual payment from which its own financial situation received no benefit. Lastly, the province would have to assure itself that its own schools and the MC schools served the same "market." Suppose the clientele of the two types of school are quite distinct. If the province paid part of the costs of expanding MC schools in this situation, it would give relief to the MC but none to itself, because the increase in MC enrollment would in itself do nothing to lessen the pressure of enrollment demand in provincial schools. On the other hand, if the provinces want to increase overall enrollment but don't have the facilities, the differing clientele would not matter.

c. Lack of Current Revenue in Local Bodies in Rural Areas. Two village sub-classes. (i) Some villages lie in prosperous areas, with fertile land, electricity, and market roads, relatively affluent. To such communities, the provincial government might will make an offer to grant governing powers over a school to a committee of wise persons and to provide partial support for the recurrent costs -- 50-50 matching. Certain standards of provision might be set as a condition of the agreement being maintained over time. If the local management is benign, the benefits would extend beyond the matter of financial relief to the province. The efficiency of the schools should be enhanced by local oversight, e.g., teacher absenteeism should decline. (ii) The other villages may be too poor, too small, or too isolated - perhaps all of these - for local control-cum-major financial contributions to make any sense. And it should recognized that there are already important local financial contribution toward primary education. If a school is to be built, the local community must provide the land. Currently 85% of the primary schools being opened in Baluchistan are in donated buildings. The local community is expected to be responsible for building maintenance. Parents must provide uniforms and writing materials. In Punjab and Sind,, they must pay for text books as well. Nevertheless, it may still be possible to extract greater contributions toward primary education from poor villagers. There would appear to be two prior condition. First, the primary school must be of a reasonably satisfactory standard. Villagers would need to believe that they were contributing to a local institution that was in sufficiently good shape to be worth helping. This is a responsibility of the provincial governments. Secondly, there

would need to be some means of communicating to villagers about educational improvements. They would need to be told what different amounts of contributions would buy -- the improvement options, that is -- and how given improvements might help instruction or the capacity of the children to learn. The hard sell and over-claiming should be avoided, for little else could set the opportunity for local involvement back so harshly as a belief on the part of villagers that they had been hoodwinked by charlatans parading as educationists.

d. Hostility of Organized Teachers to Local Involvement in Education. Aside from the case studies (Part III), Team members had little opportunity to talk to teachers and none at all to talk to union backers. It is not possible to try to estimate the magnitude of this problem or to make any suggestions toward solving it, althouth in the case studies, teachers in local body and provincial schools gave much the same opinions on needs and no direct opposition to local governance was voiced.

D. CAPITAL OUTLAY ON PRIMARY EDUCATION

A major condition for growth in the proportion of school age population enrolled in primary schools is availability of additional classrooms. Classrooms may be built by Government, donated by private parties or they may be established in Mosques. These sources of classrooms appear to have been in adequate. In Pakistan, most capital outlays in the civilian public sector are controlled by five year plans and annual development plans. The content of recent plans, insofar as they deal with primary education, is important.

1. The Fourth Five-Year Plan

The Outline of the Fourth Five-Year Plan was published in February, 1970. It laid special emphasis on primary education. The document noted that 50% of the 5-9 age cohort was enrolled in primary schools, (In 1983-84, the first year of the Sixth Plan, the ratio was 49% - see Table III.28). The Plan then stressed both quantitative expansion and improvement of quality at the primary level. Relevant citations (Outline of the Fourth Five Year Plan, 1970-75, Planning Commission, GOP, Islamabad, 1970) were:

"The first priority must be to extend the base of the educational pyramid so that all children get a chance of going to school. Only in this way can we tap the intelligence of our population fully for productive purposes and promote social mobility. The productivity benefits are likely to be highest from improvement in primary education, and it is the cheapest form of education." (303)

"Primary education is at present available to about half of the nation's children. The number of illiterates is rising in excess of a million persons a year. Mass illiteracy blocks economic and social progress and the nation has to pay heavily for it in every direction. Apart from the fact that free primary education is a fundamental human right, it is by far the cheapest kind

of education and its benefits are widely distributed among the entire nation. Empirical tests in Pakistan industries have shown that there is a very large difference in the productivity of literate and illiterate workers and so the pay off in investment is bound to be higher in primary education than in general secondary and higher education, where the evidence shows quite clearly that there is already a surplus of graduates in search of employment" (pp. 309-10).

"Urgent measures shall have to be taken to widen the base to cover at least 65% of the children by 1975 and 90% by 1980." (p. 317)

"Investigations carried out on the subject revealed that poor quality of education is responsible for over half of the dropouts in Pakistan. Hence, the emphasis at the primary level will be on raising teachers' salaries and overall quality improvement. Special measures should also be adopted to increase the enrollment and retention rate of girls. Education of girls will be given immediate and serious attention as the nation cannot afford to allow half the population to remain illiterate. This will be provided by setting up separate girls schools and giving extra incentive to encourage qualified women to work in the rural areas as teachers. The incentives will be in the form of special pay, housing facilities, etc." (p. 318)

"One of the essential elements in improving quality of teaching is to improve the status of teachers. Status is largely determined by the earning capacity, i.e. the salary scales of teachers. Higher pay is obviously needed if better qualified people are to be attracted to the profession....It is also not expected that payment of higher salaries alone will enable the ill-qualified teachers to increase their teaching efficiency. Teachers should be required to raise their productivity in return for pay increases. Increase in salary should be a kind of incentive for improving teaching efficiency, higher average daily attendance, better output, and for improving the rate of retention in primary schools. Extra expenditure incurred on the salary of teachers should be accompanied by additional output." (p. 313)

"During the Fourth Plan, District School Authorities will be created as statuary bodies with autonomous character and their function shall be (i) preparation of development plans, (ii) administration of all schools and colleges, and (iii) administration of school funds...The main purpose for the creation of District School Authorities will be to allow local participation in the management and administration of schools. In order to assist District School Authorities and to ensure local participation, sub authorities or sub boards will be established at Tehsil level. While the tehsil school Boards would function as sub authority for the management of primary schools, the District School Boards will administer high schools and colleges...The District School Boards shall be autonomous bodies with elected members having power to raise capital, borrow money, levy cess, etc., for financing education. The School Boards shall also have adequate inspecting staff and supervisory staff either by direct appointment or by appointing officers from Government Departments on long deputation. Major share of the local cess collected shall be spent on primary education." (pp. 315-16)

2. The Education Policy, 1972-80

The Fourth Five-Year Plan was abrogated in its details by the partition of the nation. It was succeeded by The Education Policy 1972-80, Ministry of Education, GOP, March, 1972. It was estimated that 48% of the primary age group was enrolled in 1972. A target of 85% enrollment was establishes for 1980 (100% of boys and 70% of girls). During 1972-80, 38,000 additional primary school classrooms were to be constructed...within easy walking distance from the children's homes," (p. 5) It was indicated that in providing school facilities...priority would be given to rural and backward areas and to the education of girls.

The Education Policy stated that universalization of elementary education, meaning classes I to VIII, would require 225,000 additional teachers. One third would be drawn from a national literacy corps. In addition, the following passages from the Education Policy are relevant to primary education:

> "The proportion of women teachers in primary schools will be progressively increased even if this involves lowering the minimum academic qualifications in certain areas. This will enable boys and girls to study together in a single school staffed exclusively by women teachers." (p. 6)
>
> "Textbooks and writing materials will be provided free to primary school children." (p. 6) The Ministry found this financially impossible.
>
> "Adequate library books, educational toys and other audio-visual aids will be provided to all schools. Radio sets will be provided to all schools and T.V. sets will be installed in areas covered by telecasting facilities." (p. 6)

3. The Fifth Plan 1977-83

The Fifth Plan 1977-83 (Planning Commission, GOP, Islamabad, June, 1977) commenced with an assessment of progress made during the period of the Education Policy from 1972-73 to 1976-77. It noted: "Progress, however, fell short of the targets in a number of important sub-sectors, of which the most important were education at the primary and middle stages and adult education." (p. 475) It also noted: "The proportion of national resources devoted to education in Pakistan has generally been inadequate. In 1976-77, the per capita spending in education works out to about Rs 34, which is about 1.7 percent of the GNP. In developing countries with a corresponding level of national income, the proportion spent on education varies between 2.3 percent and 3.1 of the GNP. Development of education in the past indicates that in Pakistan there has been marked bias in favor of higher education, both general and professional. In the present arrangement, it would not be easy to implement the policy of giving highest priority to primary education. The popular demand emanating from the well to do and educated sections of the society is generally for expansion of higher education." (p. 478)

Primary education targets, as before, are expressed in terms of participation rate (instead, for example, of setting targets in terms of primary school completers). It was estimated that the participation rate for primary education in 1976-77 was 53%. This was to be advanced to 71% by 1982-83 (90% for boys and 50% for girls). This target implied an increase in enrollments of 1,696,000 male students and 1,342,000 females, a total increase of 3,038,000 students. The required average annual growth rates were 6% for males and 11% for females.

The Plan postulated an ambitious program of school construction and renovation. There was to be construction of 12,000 new primary schools of "improved design." Approximately 25,000 existing school buildings would be renovated. Some 20,000 primary schools in an incomplete stage of construction were to be finished. These estimates are not translated into numbers of students to be accommodated, but the amount of construction planned would appear to have been sufficient to meet enrollment targets.

It was stated that expansion would be based on a minimum program of 2 room schools with 2 teachers. Space standards were to be raised from 8 sq. feet per student to 12. (In the Sixth Plan, space standards as currently applied in the provinces yield 8 sq. feet per student ignoring any space occupied by the teacher.) The extra space was to be used to replace squatting with sitting. "Benches and tables will be provided." (p. 483) To accommodate the growing number of female students, it was proposed to run primary schools on double shifts, with girls attending in the afternoon. Boundary walls were to be added to boys primary schools to allow their use by both sexes. (In the case studies, Part III, the parents and community leaders also recommended this.)

The Fifth Plan recommended that local bodies be granted powers in primary education. "The ideal arrangement would be to transfer responsibility for primary education to local bodies with necessary financial support from Government and with safeguards for emoluments and rights of teachers. Even if functions of local bodies fall short of this ideal arrangement they can make a useful contribution both to development as well as to improved supervision." (p. 484).

The Fifth Plan also proposed the construction of 5,000 residences for female teachers in the hope that this would serve to increase the number of females willing to teach in rural areas. Actually a program of this order was carried out in Sind but it did not have the desired result. It is now thought that groups of female teachers and health workers should be housed in hostels, with the lady workers being provided conveyance to their sites of employment.

The Fifth Plan financial allocations to primary education were as follows: development expenditure, Rs 2,508 million. Recurring expenditure during the Plan period, Rs 7,361,5 million. Annual recurring expenditure was estimated to increase from Rs 798.5 million in 1976-77 to Rs 1,583.0 million in 1982-83 (constant rupees).

The Plan estimated that 88,000 teachers would be required to take care of new enrollments at primary level and that replacement demand would be at 30,000. It was estimated that Punjab could train enough teachers to meet 72% of new and replacement demand for male teachers and 79% of female. At the other extreme, Baluchistan could supply only 44% of its needs for males and 39% of its needs for females.

Over the period of the last 20 years, the Fifth Plan is unique in its presentation of grade wise targets in primary education, by province, by sex (pp. 526-540). Likewise, targets for training of primary level teachers are presented by province, by sex. As planning documents go in primary education, the Fifth Plan, at least in its structure and detail, is a high-water mark.

4. The Sixth Five-Year Plan, 1983-88

The Sixth Five-Year Plan, 1983-88 (Planning Commission, GOP, Islamabad) was published in October, 1983. On the first page of the Education chapter, it notes that "...less than half the primary school going age children are in schools. (This places) Pakistan amongst the least developed nations, far below its rank according to other criteria, including the aggregate measure of per capita income." (p. 337) Continuing, the plan stated, "the participation rate actually declined from 54 per cent in 1977-78 to 48 per cent in 1982-83 and the female participation rate remained far less than average...The share of government expenditures on education as a proportion of the GNP also declined from 1.8 percent in 1977-78 to 1.5 percent in 1982-83. Moreover, while the base of the pyramid did not expand satisfactorily; its top was raised further by the opening of new colleges and universities. Four new universities were established against none provided in the Fifth Plan. Nothing could portray the upside-down state of our educational priorities better than the Fifth Plan experience -- the co-existence of the quantitative expansion of consumptive higher education and the falling participation rates of primary education. The key note of the Sixth Plan strategy is to reverse this trend."

The main targets of the Sixth Plan in primary education are expressed in participation rates; by 1987-88, 90% of males of the primary age cohort enrolled and 60% of females -- together, 75%. This is to require additional enrollments of 5.5 million students -- 3.1 million males and 2.4 million females. The physical targets are to open 44,198 primary schools during the Plan period, of which 40,000 are to be mosque schools. Sind Province appears to be the most enthusiastic exponent of mosque education, and there the average enrollment is in the order of 400. The 40,000 mosque schools by this standard would serve 1.6 million students. The 4,198 other schools cannot take care of the remaining 3.9 million students. However, the Plan also provides for the improvement of 24,850 primary schools, and possibly the improvement will take the form of adding classrooms. Yet, this is not clearly stated in the Plan document.

The financial allocation to the provinces is Rs 3,020 million, plus Rs 3,500 million as "special programs." (Nothing is said about recurrent expenditures.) It is stated that the sum set aside for the special program in primary education would be disbursed to the provinces on a matching basis, and that the federal share would take the form of grants (pp. 338-39). Consultations with provincial officials in the spring of 1986, should that it was extremely difficult to identify the receipt of these grants.

The Sixth Plan also proposes the following:

- introduction of the system of mixed enrollment in all new and existing schools in classes I to III;
- for classes I to V, a minimum provision of 3 regular teachers plus one Imam.
- creation of a separate implementation agency for primary education at federal, provincial, and subsequent levels. (p. 341).

The Sixth Plan also stressed community involvement in primary education. "It is essential that in future, local bodies and the communities share a much bigger proportion of the responsibility of the schooling facilities, their maintenance and supervision...Moreover, community interest would help improve the quality of education, the motivation of teachers the state of the school facilities and the relevance of the curriculum, school hours and vacations to local needs. " (p. 342). The Team was informed that no significant action has been taken on the recommendation for involvement of local bodies in the activities of primary schools. The reason most often cited for this recommendation being set aside (so far) was opposition to it by organized teachers.

From 1970 until 1983, the GOP has used the same targets for primary education in each major planning document. Each uses the same bench mark data for enrollment, i.e. a participation rate of approximately 50%. In 1983-84, the first year of the Sixth Plan and the last year for which full data are available, the participation rate was still less than 50%. Not only have the bench marks held constant but so have the targets: a participation rate of 70 to 75%.

An attempt was made, using federal documents and provincial ADPs, to assess performance in provincial programs of primary education during the first three years of the Sixth Plan. Though the evidence is somewhat fragmentary, especially for 1985-86, the conclusion may be drawn that it will take extraordinary effort on the part of GOP to reach the Sixth Plan targets for primary education by 1987-88.

5. Pattern of Capital Expenditure and Performance During the Fifth Plan

Before turning to performance during the Sixth Plan, a review of recent experience will add perspective. Table III.29 shows the pattern of development expenditures on education in total and on primary education for the period 1975-76 to 1985-86. Primary enrollment accounts for 72% of total enrollment in government institutions in Pakistan. It is therefore rather startling to see the relatively small percentages of education development funds put on primary schooling by Punjab, Sind, and Baluchistan during the period 1975-76 to 1979-80. NWFP, on the other hand, shifted a substantial share of its education development budget into primary schools beginning in 1977-78. The other three provinces waited until 1980-81 to raise the primary share significantly, with an additional increase in 1982-83. (From these and other data, it may be said that 1982-83 was the best year primary education in Pakistan has yet had.)

From 1983-84 to 1985-86, the proportion of education development funds allocated to the primary schools has not increased further. In NWFP, the flow of funds has shown a rather smooth upward progression from 1977-78 in absolute terms. The same can be said for Baluchistan. Funds for primary education in Punjab and Sind follow an erratic pattern, with large annual fluctuations. These variations may render the orderly planning of development of primary education unnecessarily difficult. If the opening of schools varies as much from year to year as the development outlays do, the needs for teachers may change sufficiently in the short run to upset a regular pattern of intake into teacher training.

The Plan called for additional enrollment of 3,038,000 primary students by 1982-83. The actual increase during the plan period was 1,299,000 (43% of target). The Plan indicated that 12,000 new primary schools would be built anew and 20,000 unfinished schools would be opened, a total of 32,000. The number of schools opened equalled 18,106, including 8,200 mosque schools. The plan suggested that 25,000 schools would be renovated; the actual number improved was 10,682. The participation rate during the Fifth Plan period fell from 50% to 48%. The Plan called for development expenditures on primary education of Rs 2,508 million. The actual allocation was Rs 1,413 million. Interestingly, the Fifth Plan allocated Rs 590 million to universities and the actual development expenditure was Rs 687 million. Whereas the development expenditure on primary education fell 44% short of target, the expenditure on universities exceeded the target by 16%.

6. Sixth Plan Performance During First Two Years 1983-85

The document, (Planning Commission Government of Pakistan, Islamabad) was published in January 1985. In assessing the progress of primary education during the first two years, the following statements from that document appear to be appropriate. (Table III.30 shows shares of 1984-85 ADPs devoted to primary education.)

a. The overall implementation of the Sixth Plan during 1983-85 was Rs 62 billion out of a net plan allocation of Rs 210 billion, a rate of average implementation of 30%. The implementation ratio for the education sector as a whole was 23%.

b. Primary education during 1983-85 used Rs 650 million out of a stated Plan allocation of Rs 6.13 billion. The Rs 650 million that primary education managed to get during 1983-85 amounted to only 11% of its total plan allocation. This was the lowest proportion within the category of social development. The next lowest was rehabilitation of the disabled at 23%.

c. Toward the target of increasing enrollment by 5.5 million students, there was during 1983-85 a gain of 625,000 - 11% of target. The gain during the last two years of the Fifth Plan 1981-83, had been somewhat greater; 671,000.

d. During the years 1983-85, 4,763 mosque schools were opened, 12% of the target of 40,000. During the last two years of the Fifth Plan, a much larger number, 8,597, had been opened.

e. During the years 1983-85, 2,720 regular primary schools were opened equal to 65% of the target of 4,198. However, during the last two years of the Fifth Plan, 4,288 regular primary schools had been opened.

In spite of the emphasis given in the wording of the Sixth Plan about priority toward primary education, it appears reasonable to conclude that a certain momentum in the development of primary education attained in the second half of the Fifth Plan had been lost in the first half of the Sixth Plan.

7. Detailed Annual Plan 1985-86

The Detailed Annual Plan 1985-86 (Planning Commission, GOP, Islamabad) was published in November, 1985. Some pertinent material follows:

a. The major physical targets for 1985-86 in primary education are (p. 306):

	Punjab	Sind	NWFP	Baluchistan	Total
Opening of Primary School	1,253	350	520	200	2,323
Opening of Mosque Schools	1,350	267	500	400	2,517
Construction of Primary Schools	352	90	100	50	592
Consolidation of Primary Schools	250	100	300	29	679
Construction of Boundary Walls	1,250	-	-	-	1,250

Apparently, the difference between the number of schools opened 2,323, and the number to be constructed, 592, or 1,731 schools, is the number of buildings expected to be donated. The Team was informed that there are no agreed upon standards of adequacy of donated rooms or donated buildings.

b. The total of 4 province allocations for development of primary education in the regular ADPs is Rs 401.76 million. This is less than the provincial allocations to development of secondary education, Rs 478.18 million. (p. 318) It is less by 14%, even though primary education enrolls 2.86 times as many students as secondary.

It is not clear from the Detailed Annual Plan 1985-86 that GOP has established a renewed commitment toward primary education in the third year of the Sixth Plan to overcome the slow performance during the first two years. Indeed, the summaries of the ADPs as of late 1985 indicate a continuation of the same rate of progress as in the third year of those of the first two. This rate of progress will not allow the enrollment targets of the Sixth Plan to be met.

8. Three Year Public Sector Priority Development Program (1985-88)

The Three Year Public Sector Priority Development Program (1985-88), otherwise known as the "three year rolling plan," was published in December, 1985. The following are the only reference the Team was able to discover regarding primary schools of the provinces:

a. Punjab Primary Education (World Bank assisted) project. Planned expenditure 1985-86 to 1987-88, Rs 1 million.

b. Sind Second Primary Education Extension and Expansion Project (not yet approved). Planned expenditure 1985-86 to 1987-88, Rs 50 million.

c. NWFP. Primary Education Development and Expansion Project. Planned expenditure, 1985-86 to 1987-88, Rs 45 million.

d. Baluchistan Primary Education Expansion and Development Project (IDA aided). Planned expenditure, 1985-86 to 1987-88, Rs 6 million.

The three year plan fails to signal fulfillment of Sixth Plan targets. It does not appear to offer detailed or ambitious programs in primary education in the provinces.

9. A Review of Provincial Annual Development Plans, 1984-85 and 1985-86

ADPs for the current fiscal year and the immediately preceding fiscal year are taken up by province.

a. Punjab

In 1984-85 the ADP of Punjab included the following items in the sub-sector of primary education.

There were two on-going schemes, both approved. One was for improvement of primary schools, number unspecified. The amount was Rs 19,998,000 of which Rs 12,102,000 had been spent previously and Rs 7,896,000 was to be spent in 1984-85. The second was the Bank project: Rs 61,330,000 approved, Rs 5,013,000 spent and Rs 5,016,000 to be spent in 1984-85.

There was a total of 15 new schemes in primary education, all marked approved. The larger ones were the following: opening of 1,100 mosque schools with one room 12'x10', Rs 15,400,000, or Rs 15,400 per school; adding one room 12'x10' to 1,000 mosque schools opened during 1983-84, Rs 9,000,000, as Rs 9,000 per school; opening of 1,000 new girls' primary schools, Rs 5,000,000 or Rs 5,000 per school; construction of 352 sheds for mosque schools, Rs 3,168,000, or Rs 9,000 per school; provision for teaching Holy Quran in 30,000 primary schools Rs 18,000,000 or Rs 600 per school; provision of reading material in 25,000 primary schools, Rs 12,500,000 or Rs 500 per school; provision of 2 blackboards and 1 chair in 15,000 schools, Rs 14,145,000 or Rs 943 per school. The remaining new schemes were each small. Total expenditure proposed for new schemes in primary education, Rs 98,092,000.

The following physical achievements in primary education were reported for 1984-85 in Punjab; primary schools opened, 1,000; mosque schools opened, 1,100; consolidation of primary schools, 30,000 (Planning Commission, Detailed Annual Plan 1985-86, p. 298).

It would appear that the main targets of the 1984-85 ADP in Punjab were met. However, the amount per school that was planned to be spent for construction appears uncommonly small. Team is informed that it costs about Rs 60,000 to Rs 72,000 to build one classroom. Hence, the sum of Rs 5,000 per new girls school seems insufficient. The second question is whether the rate of school openings is appropriate. Between 1980-81 and 1983-84, the compound rate of increase in primary school enrollment in Punjab was 7.01%. This would imply 216,300 new students in 1984-85. Assuming that the average enrollment in newly opened mosque schools was 80, there is left 128,300 students to be accommodated in 1,000 newly- opened primary schools. It is possible that these schools could enroll an average of 128 students each, but it is hard to imagine that Rs 5000 would allow a school of such size to be built.

The 1985-86 ADP in Punjab provided for 3 on-going approved schemes calling for the construction of 3 primary schools, two junior model schools and a further installment on the Bank project of Rs 997,000. The total of on-going projects amounted to Rs 2,143,000.

There were 6 new schemes, all marked unapproved except for one: consolidation and improvement of primary school buildings and premises in Punjab, number unspecified, Rs 10,000,000. The other new schemes were as follows: opening of 1,350 mosque schools, Rs 6,750,000 or Rs 5,000 per school; opening of 1,250 new girls primary schools, Rs 75,000,000, or Rs 60,000 per school - it is indicated that there will be one classroom plus a boundary wall. Construction of boundary walls around 1,000 girls primary schools, Rs 30,000,000, or Rs 30,000 per school; provision of one classroom and boundary wall for 250 girls primary schools, Rs 15,000,000, or Rs 60,000 per school; and establishment of one junior model school, Rs 2,500,000, of which Rs 1,107,000 was to be spent in 1985-86. The total for new schemes in the regular ADP for primary education was Rs 137,857,000.

There was also indicated a "block allocation for special program of primary education." The Team was unable to discover what size program this block allocation was to finance, even though the question was asked directly in the Planning and Development Department and the Finance Department. The sum specified is Rs 417,000,000. It could not be determined in April, 1986, if this sum had been received in the province or when it might be expected. Team was informed that when and if it arrives, it is expected to be non-lapsable. It may be noted that the Team was unable to discover what amount of construction of primary schools had actually been carried out during 1985-86.

A peculiarity of these recent ADPs in Punjab is that primary education projects are listed as being financed from revenue rather than capital, whereas secondary education, college, and development projects in other sectors generally are shown as being financed from capital. This would

appear to indicate a lower priority accorded to primary education, with any current list of new schemes serving as a "wish list," allowing new schemes to be approved and taken up if and when extra revenue became available.

b. Sind

In 1984-85, the ADP in Sind showed 6 on-going approved schemes, of which the two largest were the Bank project at Rs 4,300,000 and opening of 55 mosque schools with block sheds in urban areas, Rs 9,045,000. This yields a rather large cost per mosque school of Rs 164,455. There was minor provision for introduction of income generating activities in girls primary schools, the addition of 140 classrooms in existing primary schools (at a cost of Rs 21,500 per classroom), opening of 10 schools of 5 rooms in urban areas (at a cost of Rs 210,900 per school), and one primary school in Kotri. The total of approved on-going schemes was Rs 19,090,000.

In addition, two on-going schemes were not approved: addition of class rooms in existing primary schools from the 1983-84 program (Rs 10,687,000) and furniture for schools (Rs 2,000,000).

All of the new schemes in primary education were marked unapproved, and 80% of the funds for new schemes was classified as revenues not capital. There was provision for the opening of 800 mosque schools at a cost of Rs 6,916,000 (Rs 8,645 per school). Another scheme was for a pilot project in setting up of model schools at the Union Council level, covering 20 schools. The cost was Rs 3,310,000 (Rs 165,500 per school). The 1984-85 Sind ADP included two programs for local bodies (both unapproved and with funds from revenue). One was for construction of one room additions for 400 mosque schools in rural areas (Rs 8,000,000) and one for opening of 2-roomed primary schools for girls (Grades I-V) in rural areas (50 schools at Rs 6,000,000 or Rs 120,000 per school). The total for new schemes was Rs 30,000,000.

Actual accomplishment in Sind during 1984-85 is shown as 60 new primary schools opened, 455 mosque schools opened, 5 primary schools constructed and 372 primary schools consolidated . The relationship between accomplishment in primary education in Sind in 1984-85 and the content of the 1984-85 ADP is not clear.

The 1985-86 ADP in Sind showed a total of Rs 75,287,000 of on-going schemes in primary education, all approved and 88% of the funds drawn from capital. (There were no unapproved on-going schemes as there were in 1984-85.) However, of the 11 on-going schemes, 9 were repeated from the 1983-84 and 1984-85 ADPs. Since it takes ordinarily only six months to build a primary school (in primary education, projects, except such ones as the Bank project, are not inherently long-term, multi-year ventures). One can detect a kind of two year cycle in primary school construction, i.e. projects are listed as new schemes one year and a certain number is taken up for implementation the following year. Given this apparent two-year cycle, only the on-going schemes for 1985-86 will be described with one exception.

The on-going schemes in Sind in 1985-86 were the following: introduction of income generating activities in girls schools (150 schools at Rs 333,000); addition of classrooms in existing primary schools from 1983-84 program (100 classrooms at Rs 1,000,000); opening of 20 5-roomed primary primary schools in urban areas 1984-85 program (Rs 9,986,000); construction of 16 buildings for existing primary schools from 1984-85 program (Rs 7,804,000); establishment of 8 resource centers for primary schools at union council level, 1984-85 program (Rs 3,715,000); 50 classrooms added to existing primary schools, 1984-85 program (Rs 3,148,000); reconstruction of 39 buildings in existing primary schools in rural areas 1984-85 program, (Rs 5,772,000). opening of 200 integrated primary schools in rural areas, 1984-85 program (Rs 23,442,000); opening of 200 mosque community schools in rural areas 1984-85 program (Rs 2,066,000; opening of 55 mosque schools with block sheds in sub-urban areas Rs 7,821,000), and provision of accommodation for mosque schools (Rs 10,200,000). The Team was informed that "about 500" primary schools were opened in the Sind in 1985-86.

There is one item of special interest in the list of new schemes in the 1985-86 Sind ADP, referring, of course, to primary education. There is shown a sum of Rs 168,000,000 as a "special allocation for primary education." It is not indicated for what purposes this money is to be spent within the sub-sector of primary schools. The Team was informed that the sum has been scaled down from Rs 168,000,000 to Rs 126,000,000. It was stated that Rs 106,000,000 was released to the province in March, 1986 and that 7 schemes for its use are now in preparation. (It was not possible to obtain copies.) The two chief uses indicated verbally are to pay salaries of the 22,000 additional teachers Sind might obtain under the Prime Minister's five point program of December 31, 1985, and to construct additional mosque schools. The source of the funds was said to be IQRA (a special fund for teaching reading). In the four provinces visited, this was the only instance in which provincial officials indicated receipt of these funds, earmarked for primary education.

c. NWFP

The ADPs for primary education for NWFP were not easy to analyze. Primary education schemes are shown by individual districts, not for the province as a whole. For example, in the Peshawar District in 1984-85 the ADP has no on-going projects in primary education. All schemes are new. All primary education projects are marked unapproved and 100% of the funds is from revenue. The Peshawar 1984-85 ADP calls for the establishment of 90 primary schools, the construction of rooms in 63 primary schools, the reconstruction of 19 primary schools, and the purchase of equipment for 62 new mosque schools. The total expenditure for these projects is Rs 17,783,000. In Mardan District there are no on-going schemes; all projects are marked unapproved and 100% of the funds is drawn from revenue. The schemes listed are establishment of 56 primary schools, purchase of equipment for 39 mosque schools, construction of 54 rooms in primary schools, and reconstruction of buildings of 16 primary schools. The total ADP sum for primary education in 1984-85 in Mardan is Rs 12,420,000.

Because the ADP for primary education in NWFP is both disaggregated and highly tentative, it does not seem appropriate to discuss them further. The physical accomplishments of NWFP in primary education in 1984-85 are as follows: new primary schools opened, 506; new mosque schools opened, 125; construction of primary school buildings, 124; and consolidation of primary schools, 612.

d. Baluchistan

The discussion of development planning in Baluchistan will be somewhat more detailed. Baluchistan is the province most in need of educational development. The participation rate in primary education is the lowest of the provinces, being in 1982-83 only 33% for males and 7% for females. The literacy rate is likewise the lowest: 12.5% for males and 2.9% for females - and only 0.8% for rural females (Sixth Five-Year Plan of Baluchistan 1983-88, Planning and Development Department, Government of Baluchistan, Quetta, December, 1983, p. 251). Disregarding teachers of religious subjects, it appears that approximately 95% of the provincial primary school teachers in the province is untrained.

The special problems of Baluchistan drew the attention of the President in November 1984 and he suggested that a crash program be drawn up for educational improvement. A report, Primary Education in Baluchistan, was subsequently prepared under the chairmanship of the Additional Chief Secretary. The report noted the difficulty of finding female teachers for rural areas and it deplored teacher absenteeism. "There are extreme cases when a teacher is receiving his full pay, but he stays elsewhere and hardly visits the schools" (p. 4). There is a lack of instructional materials. Supervisors cannot supervise for lack of transport. "The supervisory staff is also untrained and they hardly know what to expect from a teacher" (p. 5). There is extreme over crowding in many schools. Even though the participation rate is low, the overcrowding persists, and there is need for new classrooms. The following section of the Report, p. 5, is thus relevant:

> "The problem of providing physical infrastructure for schools, especially primary schools, is extremely grave. In some villages the Government is prevailed upon to establish schools in donated buildings, which are shabby and dilapidated. The building is hardly ever repaired because it is not on the asset register of the Works Department. According to the sample survey of two districts in Baluchistan, 36% of the Schools functioned without buildings. Then there is the problem of construction of new schools. It is not practicable for the Works Department to construct 700 school buildings which are scattered all over the Province. Therefore, this task is allotted to the Local Government. Department. This Department has meagre supervisory staff at the District Council level. Due to inefficiency coupled with corruption, the Local Government Department's staff cannot effectively supervise the work of petty contractors. In fact the class of contractors who obtain contracts for such small buildings are new entrants who make some windfall profits and then conveniently disappear. Thus the quality of construction is bad by any standard. Finally there is the problem of maintenance. It is extremely difficult to supervise and account for maintenance. The maintenance grant is spread too thinly and then again most of the funds are frittered away."

When the money allocated toward a new school proves inadequate (and because of the difficulty of estimating costs of transporting building materials over harsh terrain, this is not an uncommon occurrence), the school is left incomplete. Additional funds must then be petitioned through Local Government to Planning and Development to Finance -- a very time-consuming process.

Against this background of problems, it is constructive to consider development programs in primary education as well as the matter of the sanctioning of teacher posts. The Baluchistan Sixth Plan (the province was the only one of the four to write its own Five Year Program) specifies the following shares of development funds for 1983 to 1988:

	% of Total
Primary Education	42
Secondary Education	26
Technical Education	11
College Education	7
Other	14
	100%

Primary's share was intended to be 62% bigger than secondary's. The way it worked out from 1980-81 to 1984-85, based on actual completed projects was.

	Primary Allocation		Secondary Allocation	
	Rs Million	% of Total Education ADP	Rs Million	% of Total Education ADP
1980-81	28,176	72.5	5,527	14.2
1981-82	19,389	38.7	6,609	13.2
1982-83	27,405	40.3	16.521	24.3
1983-84	24,740	27.5	26,558	30.0
1984-85	42,387	36.1	50,147	42.7

Source: Department of Education, Government of Baluchistan, Quetta.

Starting with the first year of the Sixth Plan the share allocated to secondary education exceeded the share devoted to primary, a relationship that was accelerated in 1985-86. In the 1985-86 ADP for education in Baluchistan, primary education was allocated Rs 35,836,000, or 25.9% of total education. Of this share, one half was marked as revenue funding. Secondary education was allocated Rs 64,464,000, or 46.3% of total education, of which sum 96% was drawn from

capital funding. It is thus seen that the relative shares to primary and secondary education postulated in the Sixth Five Year Plan of Baluchistan have been almost exactly reversed. Incidentally, the ADP share of technical education (within the education sector) fell to only 2.1% in 1985-86 against the Sixth Plan target of 11%. The two most functional types of education, primary and technical, have fallen precipitously in the current ADP.

Actually, the development of primary education in Baluchistan has, at least temporarily, a stable pattern -- not to say that it is adequate. Each year the province opens 200 primary schools of which 53 or 54 are newly built and the remainder are donated. The newly built schools are intended to replace shelter-less schools. In addition, the province opens 400 mosque schools. Thus, there are 600 new schools in total. Fifty primary schools are upgraded to middle status.

In 1985-86, 52,000 additional primary students enrolled. Hence, there is one newly opened school for each 87 students. Assuming two classrooms per donated and newly built school and one classroom per mosque school, there is one classroom for each 65 new students. This ratio offers no margin to overcome overcrowding in existing schools, which in many cases is extreme (Class I sizes are up to 160).

As for teacher posts sanctioned, it is the practice to appoint one new teacher for each mosque school and one teacher for each regular school opened, a total of 600, plus 2 teachers (primary) each for each primary school up-graded to middle status, of which there are 50 schools. Thus a total of 700 additional teacher posts was sanctioned in 1985-86, representing one teacher for each group of 74 new students. Sanctioning of teacher posts in 1985-86 offered no contribution to reduction of overcrowding nor did it recognize replacement demand. The Team computed replacement demand as approximately 350 annually. If this estimate is more or less correct, then the net increase in primary teaching staff in 1985-86 was 350. This gives a ratio of one new teacher for each 149 new students. On the brighter side, the Team was informed that 500 extra teacher posts have been sanctioned to relieve overcrowding in 1986-87.

e. Summary Observation on Provincial ADPs for Primary Education

Through the third year of the Sixth Five-Year Plan, provincial commitments to the development of primary education appear to be grossly inadequate to meet the participation ratio targets of that plan.

In 1985-86, Iqra, a 5% surcharge on import duty, was imposed, earmarked for mass education. The yield might be in the order of Rs 1.3 billion initially. The elasticity of the import duty is estimated as 1.15, which is relatively high for taxes in Pakistan.

The Detailed Annual Plan 1985-86 shows a special program for primary education, additional to the regular ADP, in the following amounts:

	Rs Million
Punjab	402,405
Sind	162,120
NWFP	132,205
Baluchistan	75,270
Total	772,000

The Team was informed that approximately 65% of these funds were released to the provinces late in the third quarter of the 1985-86 fiscal year. Since the money cannot be spent until detailed schemes are prepared, the allocations are unlikely to affect the 1985-86 development programs in primary education.

To put the special development program in perspective, sixty five percent of Rs 772 million is 463 million. Dividing by the cost of a regular classroom, Rs 60,000, the sum, if used totally to build regular classroom, would provide 7,717. Assuming 40 students per classroom, the number of new students served would be 308,680. Maintaining such a pace of advance over a 5 year planning period would bring 1,543,000 students. This figure is far below the Sixth Plan target of 5,600,000 additional students.

On the other hand, if the students are served in mosque schools (costing Rs 5,000 each to open), then the 1985-86 special allocation would reach 3,700,000 students, and the Sixth Plan target could be reached within the Plan period as far as physical housing goes. This argument leads to two questions: (1) Can mosque schools be developed in such large number? (implied is 92,600 units from the proceeds of the 1985-86 special program, and progress even in meeting the 40,000 target of the Sixth Plan has been slow); (2) where are the teachers to be found? The Team is not certain that the special program in primary education has yet been related closely to Sixth Plan targets.

Additionally, the Team understood that Rs 800 million had been allocated to Senators and Assembly members (MPA) for local projects. Sixty percent is earmarked for primary education. MPAs have received a total of Rs 1,000 million, but these MPA allotments are not earmarked. The Team was not able to obtain estimates as to how many additional classrooms were built in 1985-86 from these allotments.

The last special event affecting primary education is the announcement on December 31, 1985, of the Prime Minister's literacy and education program. The program comprises the following elements:

1) A target of doubling the literacy rate (25 to 50%) by 1990;

2) Recruitment of 100,000 unemployed youth to serve as teachers;

3) Emphasis to be placed on educational development in rural areas;

4) The federal government to provide Rs 1 billion annually toward meeting the target.

The provinces have filed plans for primary education under the Prime Minister's program.

Sind. The government of Sind proposes to hire 14,000 primary school teachers, 788 regular supervisors, 412 supervisors for mosque schools, 6,050 secondary teachers, 200 drivers, 870 reserve teachers, and to pay honoraria to 4,500 Imams, yielding an annual increment to the recurring budget of Rs 250,000,000. This would be an approximate 40% increase in Sind's 1985-86 recurrent budget for education, In addition, Sind proposes to buy furniture and equipment at Rs 99,600,000, equipment and vehicles for Rs 44,368,000 and to engage in a school construction program. The program would provide 3,275 two roomed primary school building, 1000 rooms for mosque schools, 700 middle schools, and 310 high schools. The four year development cost is Rs 1,623,168,000.

NWFP. This province proposes to hire 4,942 additional teachers for primary schools. These are to facilitate instruction through all five classes and to allow a reduction in class size. For middle schools, 943 teachers will be engaged. Two thousand teachers would be employed to work in single teacher institutions. For mosque schools, 1,610 more teachers would be engaged. The increase in the number of supervisors would be 504. The grand total of new employment is 17,538. Recurring cost would increase by Rs 200,979,000 annually, equal to 47% of NWFP's 1985-86 recurrent budget on primary education. The province proposes to construct 5,900 primary classrooms, to upgrade 432 primary schools to middle status, and to upgrade 83 middle schools to high schools. Capital cost over the four year period is estimated at Rs 1,065,679.

Baluchistan. This province proposes to hire 1,000 additional teachers for 1986-87 to 1989-90 and 106 supervisors, a total of 4,424 person. It would also expand its teacher training program and purchase motorcycles for supervisors. Additional recurrent cost per year under the program appears to be Rs 88,000,000, equal to 49% of the 1985-86 recurrent budget for primary education. Some 500 classrooms would be built. Capital costs might be in the order of Rs 37.5 million.

Summary Observations on the Prime Minister's Program in Primary Education

If these three provinces got what they asked for and if Punjab received a proportional amount, then recurring costs in primary education would rise by roughly Rs 1 billion in 1985-86 rupees. The federal government's commitment to meet increases in recurrent cost in education over the 1982-83 amount might not weather such a test.

In any case, the Team is informed that the federal government is now reducing the scope of the provincial plan requests. Whereas it was intended that the Prime Minister's program in primary education would stand outside the regular ADPs for the schools, it has now been decided to include it within them.

E. FLOW OF RECURRENT FUNDS IN PRIMARY EDUCATION

The flow of recurrent funds in primary education is a relatively simple process. In part, the process is simple because the objects of expenditure are few. In most provincial schools these consist of the teacher's time, chalk, and a teacher's notebook. In large schools, there will also be expenditures for a headmaster/mistress, a clerk, a peon (who probably does the work of a sweeper as well, insofar as that work is done), and electricity. There is ordinarily no budget any where for building maintenance, telephones, school benches, duplicating equipment, audio-visual equipment, supplementary reading materials, and teacher conferences - types of expenditure now common in a number of developing countries. The classroom may or may not have furniture for students and it may or may not have a table for the teacher. Ordinarily there are two cabinets and almost always there is a blackboard (often in bad condition). Many of the students have textbooks, but these are most often puchased by parents.

Arrangements for paying teachers take the following line (or lines). The subdivisional education officer prepares a list of persons eligible for a month's pay. This goes up to the district education office for approval. District education office include budget and accounts personnel who check the vouchers. The district officer makes a demand for payment on this divisional education office, and the divisional officer makes a demand on the provincial education department. The provincial educational department has an annual recurrent budget that has been approved by the Finance Secretary.

Release of funds flows downward just as demands for funds flow upward. After a month's salaries are released at the subdivisional level, the teacher depending on local practice, is likely to get his pay in one of the following ways. The teacher may himself travel to the sub divisional office and pick it up. In those cases where schools are large enough to have a head, the head may travel to the subdivisional office and pick up the pay for all the teachers in the school, as well as his/her own salary. Teachers may meet once a month in a "center school" to claim the month's pay and also to participate in a day long teacher conference. (No public funds are used to support the activities of center schools.) In other cases teachers may receive a pay check in the mail or a bank may credit their accounts with their salaries.

Teachers are paid under the national Basic Pay Scale, and this is a further simplification in the flow of recurrent funds. However, in addition to salary, teachers receive a number of allowances, amounting in aggregate to about 30% of salary. Allowances are different from one group of teachers to the next, with location of work a primary determinant. On the average, urban teachers get more than rural. This in spite of the fact that teacher supply conditions are considerably more favorable in the cities than in rural places. An important point: for the most part, payment of teachers is current and timely.

Procedure for distribution of funds for teachers supplies (chalk, notebook) differ by province. In Sind, heads receive a cash allowance (said to be Rs 20 a month) and make their own purchases. In one- and two-teacher schools (the majority), teachers are expected to buy the material upon receipt of Rs 5 a month per teacher. In NWFP, there are local purchase committees at the district level. These committees issue tenders for bids to suppliers. Sometimes, the Team was told, supplies delivered are not up to the quality specified in the tender.

In any case, under group purchase schemes, supplies may be delivered by inspectors or they may be picked up at SDEO by heads or teachers when they go in to get their pay.

Administrative officers at the various divisional and district levels are paid according to standard procedures under provincial departments of education budgets.

In Sind and Punjab, parents buy textbooks in the market place. The Team was told that prices of text books are controlled but they are expensive for the quality (Part III). In Sind, textbook production is fully self-financed. In NWFP and Baluchistan most textbook are delivered to schools for free distribution to students. Students can keep the books at the end of the year if they wish. The Team was informed that there are problems in the timely delivery and with the quantity of texts.

F. PROJECTIONS OF PRIMARY SCHOOL COSTS TO 1992-93

The GOP target is participation of 75% of the 5-9 aged cohort in primary school in 1992-93. This target is divided as 90% participation for males and 60% for females. Assuming equal reductions of 5 percentage points in participation from one class to the next, the target could indicate the following age-sex participation:

	Male	Female
Age 5 - Class I	100%	70%
Age 6 - Class II	95	65
Age 7 - Class III	90	60
Age 8 - Class IV	85	55
Age 9 - Class V	80	50

If such a pattern could be maintained (and assuming a low repetition rate), the target would reduce the drop-out rate (currently estimated at about 50 per cent) by approximately half.

Target enrollments for 1992-93 include primary students in non-provincial schools: municipal corporations, federal government, parastatal organizations, and private schools. The estimates for non-provincial enrollment are Punjab, 14%, Sind, 15%, NWFP, 10% and Baluchistan, 5%. These are based on estimates from the provinces as of 1983-84.

The projections developed here apply only to provincial institutions. However, this covers approximately 86% of enrollment, additional reasons for the limitation are the following: low quality of data about private schools in general, together with a complete absence of financial data about private and some parastatal schools; insufficient time to delve into the operations of schools of parastatals, and the fact that under the Sixth Plan both federal and provincial policy in primary education is directed toward provincial institutions. If development of

private and other schools, should be brought forward as a major objective in the Seventh Plan, then the projections presented here should be amplified. In any case, the following can be said with reasonable assurance: a shift in policy to favor of non-provincial schools would, on the one hand, considerably raise the costs to meet primary enrollment targets; on the other hand, the financial base of support would be broadened.

The bench mark year for most data is 1983-84. This allows the projections to be based on actual or revised data, not on provisional data. However, the bench mark base for the 5-9 age cohort is 1981-82.

It is assumed that the 5-9 aged cohort grows between 1981-82 and 1992-93 at a constant annual rate of 3% in each province, although the 1981 census cohorts very widely. (See Chapter I.)

Enrollments by province and by sex are advanced by a set of constant growth rates from 1983-84 bench mark figures to the 1992-93 targets. The growth rates are as follows: Punjab, Male, 5,34%, Female 4.99%; Sind, Male 4.77%, Female 9.61%; NWFP, Male 4.83%, Female 17.61%; Baluchistan, Male 12.56%, Female 24.82%. The differences by province and sex reflect the present uneven state of educational development, especially with regard to female education in NWFP and Baluchistan.

All cost projections are in 1985 rupees.

Recurrent costs were computed as follows. Using data supplied by the Ministry of Planning and Development, recurrent expenditure per primary student was calculated by province for the year 1983-84. These figures were increased by 5% to bring them up to 1984-85. The recurrent cost estimates for females were increased by a further 25% to reflect the smaller class sizes that would likely be associated with development of female education. These unit cost estimates, based on expenditures, were multiplied by forecast enrollments, by province, to obtain total recurrent costs of primary school operation.

The recurrent cost estimates per student (1984-85) are as follows: Punjab, Male, Rs 366, Female, Rs 458; Sind, Male, Rs 357, Female, Rs 446; NWFP, Male, Rs 375, Female Rs 469; Baluchistan, Male, Rs 557, Female Rs 696.

To recurrent costs for operation of schools was added an estimate of necessary costs of teacher training (primary level). Requirements for teachers were estimated at 40 per teacher for male students and 30 per teacher for female. New and replacement demand (@ 4%) for primary school teachers was added to yield the quantitative requirements for teacher training. Unit cost of primary teacher training was put at Rs 2,075. This was based on budget analysis for a fully operational PTC program in Karachi.

Total recurrent cost estimates for the period 1984-85 to 1992-93 are shown with and without an "improvement factor" of 20 percent. The improvement factor could support expenditure for conveyance of supervisors, instructional materials and building maintenance. Such types of expenditures are not being made at the present time (except occasionally in token amounts generally and in some degree in World Bank project schools).

Capital costs were estimated relative to annual increases in enrollment by sex. One classroom per 50 additional male and 40 additional female students were the criteria employed. The discrepancies between the students per teacher figures and the figures for students per class room (the latter being less generous) are based on evidence that there is a certain amount of slack in the the system regarding classroom utilization, grievous instances of overcrowding in urban schools notwithstanding. Nothing is included in the projections for reduction of overcrowding. (For the sample students per teacher, see Part III.)

It was assumed that 50% of the males will attend mosque schools and that 25% of girls will do so.

Classrooms were priced as follows: regular classrooms for males, Rs 60,000; regular classrooms for females, Rs 72,000 (the higher figure for girls reflects the costs of including boundary walls and indoor sanitation facilities in schools for girls). Mosque classrooms (or opening a mosque school) was priced at Rs 5,000 for both males and females. These cost estimates are based on 1984-85 and 1985-86 ADPs of the provinces as well as on conversations with officials in provincial Planning & Development departments and Local Government departments.

No recognition is given to capital costs in training of primary school teachers. There is considerable evidence of under-utilization in the training facilities. Not only could more candidates be accommodated in the present single shift operation but the institutions could readily move to double-shift.

GNP at market prices was projected forward from 1983-84 at a constant rate of 5.5%.

Relative to the assumptions and parameters noted, results are shown in Table III.31, with backup data in 29 and 30. For the period 1984-85, recurrent costs without the improvement factor are Rs 34.4 billion. With improvement, recurrent costs would be Rs 41.3 billion. Annual recurrent costs (average) for the period 1984-85 to 1992-93 are as follows: without improvement, Rs 3.8 billion; with improvement, Rs 4.6 billion. Annual rates of change in recurrent cost, 1983-84 to 1992-93 are 8.47% without improvement and 10.69% with improvement.

Capital costs for the period 1984-85 to 1992-93 are Rs 4.9 billion or Rs .545 billion annually. Capital costs increase from 1983-84 to 1992-93 at an annual rate of 11.87%.

Table III.31 also shows that total primary education expenditures (recurrent and capital combined) represented 0.52% of GNP at market prices in 1983-84. Under the projections made here, the rate would rise to 0.77% of GNP in 1992-93 without inclusion of the improvement factor, and 0.90% of GNP with the improvement factor added.

Primary school expenditures per capita were Rs 27 in 1983-84. They would rise to Rs 50 per capita under a 75% participation rate in 1992-93 without the improvement factor and to Rs 57 with improvement.

Whereas expenditures per capita were more or less equal among the provinces in 1983-84, the unequal rates of growth required to reach 75% participation level of enrollment by 1992-93 and differences in per student costs imply markedly different expenditures per capita in the target year. For example, with the 20% improvement

factor included, Punjab would be spending Rs 51.8 per capita and Baluchistan Rs 120.4. This would argue for differentiated grants favoring Baluchistan and, in somewhat lesser degree, NWFP.

The only alternative, it would appear, is to adopt different participation targets for the several provinces. This is surely a delicate matter and it is faced explicitly neither in the Sixth Plan nor in the Three-Year Public Sector Priority Development Program (1985-88), i.e., the "three-year rolling plan." National aggregation of targets produces a vagueness of policy proposals to the province, which are, indeed, formally responsible for the provision of primary education. Such vagueness may have been partly responsible for the repeated failures in implementation of policies toward primary education since 1970.

These last arguments assume, of course, that the relatively high costs per student in Baluchistan and NWFP are permanent. As these provinces reach the 75% targets, conceivably costs would fall through economies of scale. It is the opinion of the Team that the cost differences are related primarily to sparcity of population and will tend to be permanent.

The participation rate in the short-run is affected chiefly by raising the rate of intake in Class I. GOP could achieve some success in participation during the Seventh Plan by this means but unless it addressed the problems of the drop-out rate and of examination failure, it would be a hollow victory. The better planning target would be to raise dramatically the proportion of Class V passes among the 9-10 year old population. There is now some indication that GOP may try to deal with primary school intake and primary school drop-outs both as means of improving the participation. If true, this would be a hopeful sign.

G. FOREIGN ASSISTANCE AND ADDITIONALITY

In earlier times, foreign assistance for provincial education projects caused a readjustment of federal-provincial financial relations. The federal government would withdraw the monetary value of the foreign assistance from the provincial ADP. This almost always produced a realignment of provincial development priorities. The total size of the ADP remained constant, but the foreign aided project took the place of alternative uses of development funds.

Starting with the first World Bank primary education project, 80% of the loan funds was treated as additional to the provincial ADPs. This practice has been continued in the second Bank project in primary education and in the, Asian Development Bank (ADB) loan to improve mathematics and science instruction in secondary schools.

The Team is informed by provincial officers that they would have no objection -- indeed, they would be delighted -- if additionality were raised to 100%.

Even 100% additionality fails, however, to address a major problem. The World Bank has an understanding that the provinces will not shift funds from primary education to the other education sub-sectors. Presumably this is interpreted as meaning no shifting within the course of any given ADP. Major shifting, nevertheless, may occur from one ADP to the next. In Baluchistan, the Sixth Five Year Plan of the province called for an allocation of development funds between primary and secondary education in the order of 46% to primary against 22% to secondary. During the first three years of the plan, the proportion spent on primary has

shrunk steadily and markedly and that spent on secondary has risen. Whereas in the last year of the Fifth plan, primary received considerably more in development funds than secondary, by 1985-86, secondary was getting over twice as much as primary. This is certainly a shift against the interests of the development of primary schools, and it took place as the ADPs unfolded year after year. Yet, the Bank project money is still 80% additional and presumably the province can claim that no shift against primary education occurs within any given ADP.

If GOP and any new donor decide to initiate a project in primary education, it might be well for the donor to press for "maintenance of effort" as well as additionality. It does not make much sense for a donor to put money into primary education if the provinces withdraw an equivalent sum (or more) from one ADP to the next.

Maintenance of effort can take a variety of forms, most of which lack appeal to professional economists. Two relatively innocuous types that might be used. (1) it might be agreed that during the period of the grant, no province would reduce the share allocated to primary education in total education development funds of the ADPs. Increases in the share, of course, would be welcomed. (2) It might be agreed that recurrent expenditures on primary education from provincial funds be increased at least prorata with increases in primary school enrollments. Since enrollment figures lag by one year and since introducing the concept of real expenditure change is too complex, this arrangement would not protect real recurrent expenditures per student absolutely, but it should assure that expansion of primary education is not bought at the expense of major reductions in recurrent expenditures per primary student.

H. OBSERVATIONS ON EDUCATIONAL PLANNING

The fundamental aspect of year-to-year planning for social services and local development in Pakistan is reliance on disaggregated demand-side initiatives. In the example of development of primary education, planning begins at a low level. Tehsil councillors receive petitions for opening a school, adding a classroom to an existing school, or obtaining the services of teachers. (Costs of hiring a new teacher are sometimes treated as developmental for a period of time.) Petitions for improvement of primary education are weighed by the local councillors against competing demands such as to improve water supply, to build roads and ditches, to establish a maternity clinic. A package of development is finally arrived at and it is sent upward to the district. At the district, the demands of the different tehsils for specific projects are assessed. At this point, not only are different services competing against each other but so are different tehsils: a school in tehsil A against a school in tehsil B; water in tehsil C against water in tehsil D. A development plan for the district is formed and sent up to the division. Naturally, the district plans are larger than what the districts expect to get, but there is no point in making them ridiculously large. All along the chain of planning, choices to include or exclude projects are made.

The planning process is repeated at the divisional level and also at the provincial. In the provincial government, departments argue their cases for expansion of their services on behalf of their tehsil clients, before the Planning and Development Department. P&D proposes an annual development plan to the Finance Department and the Chief Secretary. Provincial ADPs are reviewed of the federal Ministry of Planning and Development and by the Ministry of Finance. Even at this point the process does not stop. Individual schemes in excess of Rs 30,000,000 (approximately $ 1,875,000) must be approved by Executive Committee of the National Economic Council (ECNEC) in Islamabad. Thus any scheme that calls for building as many as 120 primary schools in, a coordinated expansion plan would be subject to review in the capital. The Team is informed that getting approval from ECNEC was very time consuming.

The rationality of the process appears to run along the following lines. (This is with regard to people-serving programs). Let the inhabitants of the villages and urban neighborhoods make the best case they can for development or improvement of particular services. Only the local people have the full details about the conditions of their lives. Those who can portray their needs most vividly are most likely to receive development funds. The presumption is made that there is sufficient truth, on the average, in the claims brought forward to assure that the most extreme forms of deprivation are dealt with first. This is an idealistic or humanitarian view of development.

In actuality, political influence counts to some degree. Those with political power may use that power to choose projects that help their areas. Class considerations may favor certain types of projects over others. For example, the middle class may think that it is more important to strengthen the arts and sciences programs of high schools, participation in which establishes entry for successful high school students into university, than to expand primary education or to improve technical training. Since the middle class may hold disproportionately large political power, the provincial ADPs may reflect a middle class bias in educational policy, i.e., towards arts and science programs.

The planning described process implies a degree of flexibility in the content of ADPs. If the lower levels of government express a shift in preference from water projects to roads then the provincial ADP should reflect that shift. This years's ADP should show a relative increase in the allotment of development funds toward roads and a relative decrease in the allotment for water projects. The Team has observed that such flexibility does indeed exist.

If the planning process dictates the provincial ADPs and these reflect a changing pattern of local preferences, then to what extent are these provinces beholden to the counter force, namely, the priorities of the federal government - as expressed, for example in the Five Year Development Plans? There appear to be two main instruments of control in the hands of the Federal government. First, the government can make development grants to the provinces for projects that are a national priority. This device does not seem to have been used much in recent years. Second, all "large" projects are subject to renew by ECNEC, which has the power to regulate the pace of development in its major aspects.

Otherwise, the provinces do have residual powers. An apparent instance, was the shift in Baluchistan from emphasizing primary education to the further development of secondary schools. This occurred during 1983-84 to 1985-86 in spite of clear indications in the Sixth Five-Year Plan that primary education was to take

precedence. (Of course, after the Sixth Plan was published, the federal government may have changed its own priorities to favor secondary over primary without announcing the fact to the general public.) The provinces actually have two ready means of discretion at their hands. On the one hand, they can emphasize smaller projects, i.e., break big projects into smaller parts, and thus escape review by ECNEC. Or the provinces can list a lot of projects in the ADP that conform to central government priorities and then fail to execute them during the given planning year. The current ADP would show conformity to the federal government's expressed wishes but the pattern of project completions would not. This is what seems to happen in primary education, especially when primary school construction is to be financed from "revenue" and when primary school projects are listed as "unapproved."

The process of planning for the development of primary education has an additional aspect over and beyond the planning of other provincial subjects. An extra condition is added. Not only must local people make a case for a school or its expansion in X or Y tehsil, but they must prove that they are willing and able to pay part of the development costs themselves. If a school is to be constructed, the local community is expected to provide the land. The case for a given tehsil's actually getting their primary school into the provincial ADP is further strengthened if the local people indicate convincingly that they are prepared to give free help toward its construction. On the other hand, a school may be "opened" without construction. When a school is thus opened, a case, or at least a partial case, for the posting of a teacher to that school is established. Schools can be opened in donated structures, in extra rooms of houses, or even in courtyards.

In this approach to planning of primary education, more than parsimony seems to be involved. There appears to be a central assumption on the part of central government officials that large groups of families in Pakistan are indifferent, or even hostile, toward the education of their children. The Team was repeatedly given this claim of parental indifference or hostility as a reason for the slow pace of primary school development; however, the Team's own case studies (Part III) indicates a rather strong parental concern about the educational opportunities of their children. As long, however, as the central assumption of parental indifference is held, the policy of requiring a special local contribution toward primary education has a certain rationality.

If government puts in a market road, wells, maternity clinics, and other standard appurtenances of development, government can be reasonably sure that they will be used. Under the assumption about the lack of demand for primary education, it would be possible for government to construct a school, hire a teacher, and then find that the school was unattended by students. This would be a gross waste of development funds but no evidence of this was found.

Accordingly, an extra condition is added in the development of primary education. Not only must local people make a case for a school or its expansion on the basis of need, but they must also indicate that they are willing to pay part of the costs themselves. This second condition is set to prove beyond a reasonable doubt that the local population will actually use the facility if it is provided. For example parents must make the effort to persuade a landowner to donate land for the site. If they are able to do this, then presumably they would have enough interest to send their children to the school when it is available. In the case of market roads, their use is assumed as soon as they are completed.

The policy of requiring substantial local contributions, while understandably based on considerations of cost recovery and operational efficiency, is actually counter productive. While it may help in certain instances to assure full classrooms, the general situation in Pakistan is that classrooms are so over crowded that effective teaching is impossible. In other words if the policy of local contribution is to ensure efficiently organized use of classroom space, then it is not working. Beyond this, the policy is deleterious to quality of school facilities. There are no enforced standards for quality of donated buildings or rooms. They are not systematically maintained and they may be withdrawn from school use at any time. Buildings built by local voluntary labor are sometimes shabby and may become unusable after a few years. Donated land is likely to be low-value land, probably at some distance from the village center and possibly too far away from the children's houses for them to be able to walk to school. Distance to school is stated to be an important determinant of the enrollment of females in primary education.

There is a much more serious problem. Good planning requires that government consider the requirements of the process being planned as a whole. There are, of course, estimates to be made of the number of clients to be served and the physical housing of the program. These are the easier tasks in planning. The hard parts concern: (i) Estimation of the minimum level of quality needed both to avoid waste of purchased resources and to provide an adequate flow of social benefits for development. (ii) Estimation of the necessary package of inputs of both capital and recurrent types to yield the required minimum level of quality. (ii) Requires that capital and recurrent inputs be estimated jointly and simultaneously.

Argument has been made above that the Government of Pakistan has not been sufficiently concerned about the quality of physical infrastructure. There are also shortcomings in regard to other inputs: teacher training lacks depth, many teachers are untrained, instructional materials are insufficient, supervision is inadequate because there are not enough supervisors or transport for those in place. From these conditions flows a kind of "Gresham's Law of Primary Education: bad schools drive out good." Parents of schoolage children are aware of the terrible conditions in certain schools. They take action to try to enroll their children in schools of good reputation that are within the limits of their household budgets. Good provincial schools, being schools of low fees, come under intolerable pressure to expand enrollments and suffer unconscionable increases in class size. Class size becomes intolerably large for effective teaching and quality in the formerly good schools crumbles. At the same time, classrooms in poorly regarded schools are under-utilized.

Different reasons are postulated for the conditions. One is simply financial stringency, another could be indifference to the overall quality of primary education. There is a large number of first-rate primary schools in the country (large in number but serving only a small proportion of the primary school age cohort). These schools meet at least two functions. First, they take care of the aspirations of the educated elite with regard to the education of their own children. Secondly, these schools provide a flow of well educated graduates moving into the superior secondary schools and finally into the universities. In the narrow sense, it is possible that this flow of well-educated people is sufficient

to meet the high level manpower needs of the country. The mass of primary school children is seen as a surplus commodity as far as development of the country goes. If a certain proportion manage to survive and do well in the ordinary school setting, that is acceptable (more than acceptable for the students and their parents) but such lucky accidents may not be seen as crucial for economic progress.

The Team was also informed that mass primary education of good quality is seen as a threat to political stability. There is, however, a corresponding down-side risk. A population of illiterates is vulnerable to manipulation by unscrupulous parties, and this in turn could be adverse to the present leadership of the country.

In any case, a de facto policy of indifference toward the reach and quality of primary education overlooks two findings of social science. Both are recent and both appear to be grounded in high grade empirical research.

- There is to be an observed relationship between literacy, and farmer productivity and income. Literate farmers tend to make better productivity enhancing combinations of inputs (types of seeds, fertilizers, pesticides, soil, water, and sun) than do illiterate farmers. Literate farmers, on the average, make better use of market information in planning and selling their crops. The effects of literacy tend to be stronger under modernizing conditions, of which Pakistan has its share, than under primitive conditions, but this is simply a matter of degree (See M. Lockheed, D. Jamison, and L. Lau, "Farmer Education and Farm Efficiency: A Survey" Economic Development and Cultural Change, Vol. 29, No. 1, 1980.)

- Likewise, there is a discernible relationship between education of females and fertility. Females who attain seven or more years of schooling tend to aspire to and have smaller families. For lesser amounts of education, there is also an effect but it is functionally related to the degree to which this lesser amount of education is spread through the community: the larger the proportion of people who have a basic minimum education the greater the effect on fertility. (See J. Caldwell, "Mass Education as a Determinant of the Timing of Fertility Decline," Population and Development Review, Vol. 6, No. 2, 1980.)

In other words, mass primary education makes a contribution to development independently of the contribution offered by an elite stream of primary schooling.

Yet, the situation may require some major policy decisions. For one thing, the Governments of Pakistan cannot deal with primary education in the absence of thinking about middle and secondary schools. This is not to suggest that GOP try to reform all three levels at once; rather it is to propose that a phased, multi-plan program be developed.

The post policy of GOP toward primary education appears to be the following: (1) respond to enrollment pressure to the extent that the number of children enrolled relative to 5-9 age cohort remains constant (at roughly 50%); (2) as resources allow and as provincial interests indicate, give spasmodic attention to improvement in quality. These policies do not afford Pakistan the benefits of mass education. Nor does the qualitative standard of primary education prepare students to do well in middle and high schools. Nevertheless, they go. Many students who are formally

qualified but intellectually insecure enroll in middle and secondary schools. Their standards of performance block them from any further education but in the meantime they have become unwilling to work with their hands.

GOP appears to realize that improvements in quality of primary education stimulate the demands of parents to send children to school. The other side of that coin is to say that GOP uses low quality of primary education to curb demand. Actually, there has been a "stop-and-go" approach to the schools. From 1980-81 to 1982-83, expenditures on primary education were rising, more schools were being opened, more teachers were hired, and enrollments increased rather sharply. From 1983-84 through 1985-86, the position toward primary education dropped back to "hold-the-line." Expenditures per student stabilized, school openings were at the modest level of the late 1970s and the enrollment increase slackened. In 1986-87, it appears likely primary schools will again receive additional funding.

Whether the stop-and-go program has been pursued because GOP fears the financial costs of mass primary education or whether it believes such expenditures are of little worth in development or, lastly, whether some in government think that mass literacy is a threat to political stability, the Team cannot say. These and other considerations may all affect the decisions about primary education to some degree.

Some indications toward a multi-plan approach to primary/middle/secondary education include.

Seventh Plan: 1987-89 to 1992-93: The major objective during this period should be to consolidate and expand primary education. Consolidation should focus on cheap but crucial inputs: instructional materials, supervisor transport, inservice training of teachers, building maintenance. Expansion should arrive at the targets of 75% participation rate, reached in part by reduction of the dropout rate by 50%. In rural areas, expansion should take place mainly in villages that demonstrate commitment.

The process of advance should be sustained, not stop and go. 75% enrollment plus modest quality improvement could be accomplished at less than 1% of GNP. The Team holds that financial stringency is not an absolute barrier to a broad-based, qualitatively adequate system of primary education.

At the same time, the Team is convinced that cost savings are possible. These should be used to reduce overcrowding. Teacher assignment policy can be improved. Classes are usually too big in classes I and II and too small in classes IV and V. In addition, there may be a problem of school utilization. Table III.32 indicates that in 1983-84, 50% of urban schools for boys had 80 or fewer students in the Punjab. In rural schools or in schools for girls (possibly), such a low figure might be understandable, but it is hard to see why there should be so many schools for urban boys that are small. Perhaps some schools have classrooms that are under-utilized. If so, possibly the enrollment pattern, with sufficient incentives, could be restructured to relieve overcrowding in popular schools.

A secondary objective of the 7th Plan should be to prepare for consolidation and expansion of middle school programs.

Eighth Plan: 1992-93 to 1997-98: For the Eighth Plan there could be two main objectives. The first would be to consolidate and expand education at the middle

school level. About 80% of class V completers should proceed to a redesigned middle school. Relevant saleable skills and academic subjects would be taught, leaving the options of terminal or continuing education open to students, at the end of class VIII. It is anticipated that a large number of students would complete their formal education at this time.

The second objective would be to prepare for reform at the high school level. A series of test instruments would be developed to assist in determining eligibility and study options relative to students' abilities and resources. Test results would be respected though within a context of being more valuable as indicators than as absolutely binding.

The main high school tracks established could be academic (leading to university, with preference given to middle school leavers proficient in mathematics and science); technical (leading to employment or enrollment in a polytechnic); office skills (leading to employment or enrollment in a polytechnic); and teaching (leading to enrollment in a teacher training program). Standards of the tests should be adjusted approximately by the estimated man-power requirements of the country but in general most students would complete their formal education at the end of Class VIII.

Ninth Plan: 1997-98 to 2002-2003: The main effort of the Ninth Plan could be to establish a set of high-quality, functional high schools. The governments might encourage the development of private high schools, but the governments should have a say in the admissions process. The government should set admission and graduation requirements for all schools.

Tenth Plan: 2002-2003 to 2007-2008: By the Tenth Plan, it should be possible and appropriate to seek major improvements in the quality of primary education. This should be the more feasible because by this time, population pressure may have subsided.

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I. TABLES RELATED TO CHAPTER III

TABLE 1

NUMBER OF PRIMARY SCHOOLS, PUNJAB, ALL REGISTERED TYPES

1975-76 TO 1983-84/1

YEAR	BOTH SEXES		BOYS		GIRLS	
	Number	% Change	Number	% Change	Number	% Change
1975-76	31,120	----	19,289	----	11,831	----
1976-77	31,412	+0.9	19,355	+0.3	12,057	+1.9
1977-78	32,276	+2.8	19,846	+2.5	12,430	+3.1
1978-79	33,242	+3.0	20,333	+2.5	12,909	+3.9
1979-80	34,563	+4.0	21,006	+3.3	13,557	+5.0
1980-81	35,449	+2.6	21,526	+2.5	13,923	+2.7
1981-82	36,939	+4.2	22,421	+4.2	14,518	+4.3
1982-83	42,623	+18.1	27,283	+21.7	15,340	+5.7
1983-84	44,385	+4.1	28,845	+5.7	15,540	+1.3
Annual Compound Rate of Increase 1975-76 to 1983-84	4.54		5.16		3.47	

1/In 1983-84, the total figure includes 42,852 provincial schools, 1,058 schools of municipal corporations/committees, 48 Federal Government schools, and 427 registered private schools.

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 2

NUMBER OF PRIMARY SCHOOLS, PUNJAB, ALL REGISTERED TYPES

1975-76 TO 1983-84/1 *

YEAR	BOTH SEXES		BOYS		GIRLS	
	Number	% Change	Number	% Change	Number	% Change
1975-76	31,120	----	19,289	----	11,831	----
1976-77	31,412	+0.9	19,355	+0.3	12,057	+1.9
1977-78	32,276	+2.8	19,846	+2.5	12,430	+3.1
1978-79	33,242	+3.0	20,333	+2.5	12,909	+3.9
1979-80	34,563	+4.0	21,006	+3.3	13,557	+5.0
1980-81	35,449	+2.6	21,526	+2.5	13,923	+2.7
1981-82	36,939	+4.2	22,421	+4.2	14,518	+4.3
1982-83	42,623	+18.1	27,283	+21.7	15,340	+5.7
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Annual Compound Rate of Increase 1975-76 to 1983-84	4.54		5.16		3.47	

1/In 1983-84, the total figure includes 42,852 provincial schools, 1,058 schools of municipal corporations/committees, 48 Federal Government schools, and 427 registered private schools.

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

*The federal statistics show no coeducational schools but all provinces have them, although not reported until recently. See Part III for details.

TABLE 2 (Continued)

ENROLLMENTS IN PRIMARY SCHOOLS, PUNJAB,

1975-76 TO 1983-84/1

YEAR	BOTH SEXES		BOYS		GIRLS	
	Number	% Change	Number	% Change	Number	% Change
1975-76	2,029,655	----	1,348,808	----	680,847	----
1976-77	2,101,492	+3.5	1,402,447	+4.0	699,045	+2.7
1977-78	2,217,125	+5.5	1,474,457	+5.1	742,668	+6.2
1978-79	2,294,540	+3.5	1,515,535	+2.8	779,005	+4.9
1979-80	2,399,020	+4.6	1,582,708	+4.4	816,312	+4.8
1980-81	2,486,715	+3.7	1,618,817	+2.3	867,898	+6.3
1981-82	2,602,178	+4.6	1,660,295	+2.6	941,883	+8.5
1982-83	2,875,962	+10.5	1,861,690	+12.1	1,014,272	+7.7
1983-84	3,047,138	+6.0	1,971,184	+6.4	1,075,954	+6.1
Annual Compound Rate of Increase 1975-76 to 1983-84	5.21		4.86		5.89	

1/In 1983-84, the total figure includes 2,563,249 students in provincial primary schools; 376,197 students in primary schools of municipal corporations/committees; 24,518 students in primary schools of the Federal Government; and 83,174 students in private primary schools.

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 3

NUMBER OF TEACHERS IN PRIMARY SCHOOLS, PUNJAB,

1975-76 TO 1983-84/1

YEAR	TOTAL		BOYS SCHOOLS		GIRLS SCHOOLS	
	Number	% Change	Number	% Change	Number	% Change
1975-76	68,943	----	44,750	----	24,193	----
1976-77	69,589	+0.9	44,925	+0.4	24,664	+1.9
1977-78	72,111	+3.6	46,372	+3.2	25,739	+4.4
1978-79	73,988	+2.6	47,341	+2.1	26,647	+3.5
1979-80	76,517	+3.4	48,575	+2.6	27,942	+4.9
1980-81	80,275	+4.9	50,343	+3.6	29,932	+7.1
1981-82	87,637	+9.2	55,578	+10.4	32,059	+7.1
1982-83	96,381	+10.0	61,992	+11.5	34,389	+7.3
1983-84	101,032	+4.8	65,712	+6.0	35,317	+2.7
Annual Compound Rate of Increase 1975-76 to 1983-84	4.89		4.92		4.84	

1/ In 1983-84, the total figure includes 90,682 teachers in provincial schools, 6,845 teachers in municipal corporation/committee schools, 598 teachers in schools of the Federal Government, and 2,895 teachers in registered private schools.

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 4

NUMBER OF STUDENTS PER PRIMARY SCHOOL, PUNJAB,

1975-76 TO 1983-84

YEAR	ALL PRIMARY SCHOOLS		BOYS' SCHOOLS		GIRLS' SCHOOLS	
	Number	% Change	Number	% Change	Number	% Change
1975-76	65.2	----	69.9	----	57.5	----
1976-77	66.9	+2.6	72.5	+3.7	58.0	+0.9
1977-78	68.7	+2.7	74.3	+2.5	59.7	+2.9
1978-79	69.0	+0.4	74.5	+0.3	60.3	+1.0
1979-80	69.4	+0.6	75.3	+1.1	60.2	-0.2
1980-81	70.1	+1.0	75.2	-0.1	62.3	+3.5
1981-82	70.4	+0.4	74.1	-1.5	64.9	+4.2
1982-83	67.5	-4.1	68.2	-8.0	66.1	+1.8
1983-84	68.7	+1.8	68.3	+0.1	69.2	+4.7
% Change 1975-76 to 1983-84	+5.4		-2.3		+20.3	

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 5

NUMBER OF STUDENTS PER TEACHER IN PRIMARY SCHOOLS PUNJAB,

1975-76 TO 1983-84

YEAR	ALL PRIMARY SCHOOLS		BOYS' SCHOOLS		GIRLS' SCHOOLS	
	Number	% Change	Number	% Change	Number	% Change
1975-76	29.4	----	30.1	----	28.1	----
1976-77	30.2	+2.7	31.2	+3.7	28.3	+0.7
1977-78	30.7	+1.7	31.8	+1.9	28.9	+2.1
1978-79	31.0	+1.0	32.0	+0.6	29.2	+1.0
1979-80	31.4	+1.3	32.6	+1.9	29.2	0.0
1980-81	31.0	-1.3	32.2	-1.2	29.0	-0.7
1981-82	29.7	-4.2	29.9	-7.1	29.4	+1.4
1982-83	29.8	+0.3	30.0	+0.3	29.5	+0.3
1983-84	30.2	+1.3	30.0	0.0	30.5	+3.4
% Change 1975-76 to 1983-84	+2.7		-0.3		+8.5	

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 6

PRIMARY LEVEL ENROLLME

EDUCATIONAL INSTITUTION,

	BOYS				G	
	URBAN	% OF BOYS	RURAL	% OF BOYS	URBAN	% OF GIRLS
PRIMARY	507,484	20.3	1,463,700	58.6	442,191	28.7
MIDDLE	101,224	4.1	294,007	11.8	127,759	8.3
HIGH SCHOOL	89,848	3.6	41,559	1.6	157,838	10.3
GRAND TOTAL	698,556	28.0	1,799,266	72.0	727,788	47.3

TOTALS BY SEX:		%
BOYS	2,497,822	61.9
GIRLS	1,538,681	38.1
BOTH SEXES	4,036,503	100.0

Source: Bureau of Education, Education Department, Government of the Punjab, L

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PUNJAB, 1983 - 84

I R L S			BOTH SEXES		
RURAL	% OF GIRLS	URBAN	% OF TOTAL ENROLLMENT	RURAL	% OF TOTAL ENROLLMENT
633,763	41.2	949,675	23.5	2,097,463	52.0
142,507	9.3	228,983	5.7	436,514	10.8
34,623	2.3	247,686	6.1	76,182	1.9
810,893	52.7	1,426,344	35.3	2,610,159	64.7

-98-

Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE 7

RATIO OF MALE TO FEMALE ENROLLMENTS IN PROVINCIAL PRIMARY SCHOOLS AND STUDENT/TEACHER RATIOS BY SEX, URBAN AND RURAL SCHOOLS, PUNJAB, 1983 - 84

DISTRICT	RATIO OF MALE TO FEMALE ENROLLMENT		STUDENTS PER TEACHER			
			URBAN		RURAL	
	URBAN	RURAL	MALE	FEMALE	MALE	FEMALE
ATTOCK	0.73	2.14	41.1	38.9	27.8	25.2
RAWALPINDI	1.31	1.67	44.1	37.5	30.2	27.1
JHELUM	0.86	1.65	35.9	41.3	28.2	31.2
GUJRAT	0.84	1.54	48.4	49.7	36.5	38.9
GUJRANWALA	1.76	2.40	38.4	27.8	30.8	32.5
SIALKOT	1.44	1.82	39.8	38.4	34.6	35.5
FAISALABAD	1.13	1.75	37.0	52.8	30.6	31.3
TOBA TEK SINGH	1.26	1.69	50.9	42.8	31.4	34.3
JHANG	1.31	3.24	41.3	33.5	22.1	12.6
SARGODHA	1.27	2.45	35.7	40.0	27.8	22.8
KHUSHAB	1.49	3.67	24.4	26.8	21.4	18.1
BHAKKAR	1.61	5.48	39.1	30.2	19.9	16.2
MIANWALI	1.26	3.42	31.6	25.7	17.6	12.8
LAHORE	0.80	1.66	40.1	35.2	27.3	18.7
SHEIKHUPURA	1.25	2.03	41.7	35.0	27.6	30.8
KASUR	1.47	2.37	32.1	30.0	27.8	19.4
OKARA	2.35	3.06	36.6	38.1	31.8	24.6
MULTAN	1.94	3.52	39.3	28.6	34.6	20.3
VEHARI	2.47	2.64	46.3	48.2	33.4	25.5
SAHIWAL	2.20	2.32	36.0	48.0	28.3	28.5
D.G. Khan	0.38/1	2.75	18.2	30.3	15.6	13.4
RAJAM PUR	1.64	3.60	26.7	17.7	17.1	20.2
MUZAFFARGARH	1.75	4.51	43.1	17.7	27.3	19.5
LIAYYAH	1.91	3.83	33.0	17.8	23.6	22.3
BAHAWALPUR	1.17	3.40	26.8	29.8	21.7	17.4
BAHAWALNAGAR	1.33	2.08	30.1	29.6	19.0	20.3
R.Y. KHAN	1.20	3.91	32.7	30.9	26.8	17.3

1/Based on very small boys' school enrollment: 946.

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE

NUMBER OF PRIMARY SCHOOLS, SIND, REG

YEAR	BOTH SEXES TOTAL/1	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE	TOTAL	%CHANGE
1974-75	11,709	--	2,440	--	9,269	--	9,844	--
1975-76	11,757	+0.4	2,434	-0.2	9,823	+6.0	9,882	+0.4
1976-77	11,833	+0.6	2,526	+3.8	9,307	-5.3	9,934	+0.5
1977-78	11,900	+0.6	2,502	-1.0	9,398	+1.0	9,981	+0.5
1978-79	11,974	+0.6	2,526	+1.0	9,448	+0.5	10,047	+0.7
1979-80	12,046	+0.6	2,580	+2.1	9,466	+0.2	10,182	+0.1
1980-81	12,667	+5.2	2,705	+4.8	9,962	+5.2	10,509	+3.2
1981-82	13,038	+2.9	2,820	+4.3	10,218	+2.6	10,733	+2.1
1982-83	13,478	+3.4	3,016	+7.0	10,462	+2.4	10,878	+1.4
1983-84	14,007	+3.9	3,307	+9.6	10,700	+2.2	11,384	+4.7
1984-85	14,109	+0.7	3,348	+1.2	10,761	+0.6	11,471	+0.8
Annual compound rate of increase 1974-45 to 1984-85	1.88		3.21		1.50		1.54	

1/Not including mosque/mohallah schools under special priority development prog

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Educa

LE 8

EGULAR PROGRAMME, 1974-75 TO 1984-85

MALE				FEMALE					
URBAN	%CHANGE	RURAL	%CHANGE	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE
1,680	--	8,164	--	1,865	--	760	--	1,105	--
1,673	-0.4	8,209	+0.6	1,875	+0.5	761	+0.1	1,114	+0.8
1,731	+3.5	8,203	-0.1	1,899	+1.3	795	+4.5	1,104	-0.9
1,717	-0.8	8,264	+0.7	1,919	+1.1	785	-1.3	1,134	+2.7
1,735	+1.0	8,312	+0.6	1,927	+0.4	791	+0.8	1,136	+0.2
1,854	+6.9	8,328	+0.2	1,864	-3.3	726	-8.2	1,138	+0.2
1,933	+4.3	8,576	+3.0	2,158	+15.8	772	+6.3	1,386	+21.8
2,011	+4.0	8,722	+1.7	2,305	+6.8	809	+4.8	1,496	+7.9
1,965	-2.3	8,913	+2.2	2,600	+12.8	1,051	+29.9	1,549	+3.5
2,256	+14.8	9,128	+2.4	2,623	+0.9	1,051	0.0	1,572	+1.5
2,275	+0.8	9,196	+0.7	2,638	+0.6	1,073	+2.1	1,565	-0.4
3.08		1.20		3.53		3.51		3.54	

ogramme, 1982-83. Included are 1095 mosque schools under regular programme.

cation Statistics, 1984-85.

TABLE

PRIMARY SCHOOL ENROLLMENTS,

YEAR	BOTH SEXES							
	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE
1974-75	986,482	----	592,197	----	394,285	----	700,908	----
1975-76	1,043,889	+5.8	622,549	+5.1	421,340	+6.9	739,478	+5.5
1976-77	1,093,538	+4.8	667,806	+7.3	425,732	+1.0	773,529	+4.6
1977-78	1,152,323	+5.4	701,945	+5.1	450,378	+5.8	809,481	+4.6
1978-79	1,216,133	+5.5	733,277	+4.5	482,856	+7.2	854,702	+5.6
979-80	1,291,943	+6.2	773,157	+5.4	518,786	+7.4	908,544	+6.3
1980-81	1,378,982	+6.7	809,474	+4.7	569,508	+9.8	963,759	+6.1
1981-82	1,457,571	+5.7	853,309	+5.4	604,262	+6.1	1,032,087	+7.1
1982-83	1,515,997	+4.0	897,045	+5.1	618,952	+2.4	1,067,557	+3.4
1983-84	1,593,165	+5.1	935,145	+4.2	658,020	+6.3	1,118,254	+4.7
1984-85	1,650,699	+3.6	959,053	+2.6	691,646	+5.1	1,153,387	+3.1
Annual compound rate of increase 1974-45 to 1984-85	5.28		4.94		5.78		5.11	

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Educ

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S, SIND, 1974-75 TO 1984-85

	MALE					FEMALE				
E	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
-	354,974	----	345,934	----	285,574	----	237,223	----	48,351	----
5	370,468	+4.4	369,010	+6.7	304,411	+6.6	252,081	+6.3	52,330	+8.2
6	394,868	+6.6	378,661	+2.6	320,009	+5.1	272,938	+8.3	47,071	-10.0
6	411,915	+4.3	397,566	+5.0	342,842	+7.1	290,030	+6.3	52,812	+12.2
6	429,766	+4.3	424,936	+6.9	361,431	+5.4	303,511	+4.6	60,687	+14.9
3	452,732	+5.3	455,812	+7.3	383,399	+6.1	320,425	+5.6	62,974	+3.8
1	474,955	+4.9	488,804	+7.2	415,223	+8.3	334,519	+4.4	80,704	+28.2
1	515,251	+8.5	516,836	+5.7	425,484	+2.5	338,058	+1.1	87,426	+8.3
4	539,681	+4.7	527,876	+2.1	448,440	+5.4	355,364	+5.1	91,076	+4.2
7	553,499	+2.6	564,755	+7.0	474,911	+5.9	381,646	+7.4	93,265	+2.4
1	559,300	+1.0	594,087	+5.2	497,312	+4.7	399,753	+4.7	97,559	+4.6
	4.65		5.56		5.70		5.35		7.27	

ıcation Statistics, 1984-85.

TA

PRIMARY SCHOOL TEACHERS

YEAR	BOTH SEXES							
	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE	TOTAL	%CHANG
1974-75	39,045	--	20,868	--	18,177	--	25,156	--
1975-76	39.327	+0.7	20,666	-1.0	18,661	+2.7	25,278	+0.5
1976-77	39,780	+1.2	21,379	+3.5	18,401	-1.4	25,428	+0.6
1977-78	40,113	+0.8	21,556	+0.8	18,557	+0.8	25,530	+0.4
1978-79	40,254	+0.4	21,620	+0.3	18,634	+0.4	25,276	-1.0
1979-80	40,655	+1.0	21,919	+1.4	18,736	+0.5	25,894	+2.4
1980-81	41,371	+1.8	22,436	+2.4	18,935	+1.1	26,213	+1.2
1981-82	42,095	+1.8	22,701	+1.2	19,394	+2.4	26,555	+1.3
1982-83	42,965	+2.1	23,498	+3.5	19,471	+0.4	27,479	+3.5
1983-84	44,907	+4.5	25,267	+7.5	19,640	+0.9	28,527	+3.8
1984-85	45,241	+0.7	25,333	+0.3	19,908	+1.4	28,698	+0.6
Annual compound rate of increase 1974-45 to 1984-85	1.48		1.96		0.91		1.33	

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Ed

TABLE 10

RS, SIND, 1974-75 to 1984-85

	MALE					FEMALE			
NGE	URBAN	%CHANGE	RURAL	%CHANGE	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE
-	8,815	--	16,341	--	13,889	--	12,053	--	1,836	--
.5	8,515	-3.4	16,731	+2.4	14,049	+1.1	12,151	+0.8	1,898	+3.4
.6	8,705	+2.2	16,723	0.0	14,352	+2.2	12,674	+4.3	1,678	-11.6
.4	8,724	+0.2	16,856	+0.8	14,533	+1.3	12,832	+1.2	1,701	+1.4
.0	8,772	+0.6	16,904	+0.3	14,578	+0.3	12,848	+0.1	1,730	+1.7
.4	8,924	+1.7	16,970	+0.4	14,761	+1.3	12,995	+1.1	1,766	+2.1
.2	9,017	+1.0	17,196	+1.3	15,158	+2.7	13,419	+3.3	1,739	-1/5
.3	9,080	+0.7	17,475	+1.6	15,540	+2.5	13,621	+1.5	1,919	+10.4
.5	10,053	+10.7	17,426	-0.3	15,490	-0.3	13,445	-1.3	2,045	+6.6
.8	11,004	+9 5	17,523	+0.6	16,380	+5.7	14,263	+8.8	2,117	+3.5
.6	11,103	+0.9	17,595	+0.4	16,543	+1.0	14,230	-0.2	2,313	+9.3
	2.33		0.71		1.76		1.67		2.34	

Education Statistics, 1984-85.

NUMBER OF STUDENTS PER S

YEAR	BOTH SEXES							
	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE	TOTAL	%CHA
1974-75	84.2	--	242.7	--	42.5	--	71.2	--
1975-76	88.8	+5.5	255.8	+5.4	42.9	+0.9	74.8	+5.
1976-77	92.4	+4.1	264.4	+3.4	45.7	+6.5	77.9	+4.
1977-78	96.8	+4.8	280.6	+6.1	47.9	+4.8	81.1	+4.
1978-79	101.6	+5.1	290.3	+3.5	51.1	+6.7	85.1	+4
1979-80	107.3	+5.6	299.7	+3.2	54.8	+7.2	89.2	+4.
1980-81	108.9	+1.5	299.3	-0.1	57.2	+4.4	91.9	+3
1981-82	111.8	+2.7	302.6	+1.4	59.1	+3.3	96.2	+4.
1982-83	112.5	+0.6	297.4	-1.7	59.2	+0.2	98.1	+2
1983-84	113.7	+1.1	282.8	-4.9	61.2	+3.4	98.2	+0.
1984-85	117.0	+2.9	286.5	+1.3	64.3	+5.1	100.5	+2
% Change, 1974-75 to 1984-85	+39.0		+18.0		+51.3		+41.2	

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind

TABLE 11

CHOOL, SIND, 1974-75 TO 1984-85

	MALE				FEMALE					
NGE	URBAN	%CHANGE	RURAL	%CHANGE	TOTAL	%CHANGE	URBAN	%CHANGE	RURAL	%CHANGE
	211.3	--	42.4	--	153.1	--	312.1	--	43.8	--
.1	221.4	+4.8	45.0	+6.1	162.4	+6.1	331.2	+6.1	47.0	+7.3
.1	228.1	+3.0	46.2	+2.7	168.5	+3.8	343.3	+3.7	42.6	-9.4
.1	239.9	+5.2	48.1	+4.1	178.7	+6.1	369.5	+7.6	46.6	+9.4
.9	247.7	+3.3	51.1	+6.2	187.6	+5.0	383.7	+3.8	53.4	+14.6
.8	244.2	-1.4	54.7	+7.0	205.7	+9.6	441.4	+15.0	55.3	+3.6
.0	245.7	+0.6	57.0	+4.2	192.4	-6.5	433.3	-1.8	58.2	+5.2
.7	256.2	+4.3	59.3	+4.0	184.6	-4.1	417.9	-3.6	58.4	+0.3
.0	274.6	+7.2	59.2	-0.1	172.5	-6.6	338.1	-19.1	58.8	+0.7
.1	245.3	-10.7	61.9	+4.6	181.1	+5.0	363.1	+7.4	59.3	+0.9
.3	245.8	+0.2	64.6	+4.4	188.5	+4.1	372.6	+2.6	62.3	+5.1
	+16.3		+52.4		+23.1		+19.2		+42.2	

Education Statistics, 1984-85.

TABL

NUMBER OF STUDENTS PER TEACH

	TOTAL	% CHANGE
1974-75	25.3	----
1975-76	26.5	+4.7
1976-77	27.5	+3.8
1977-78	28.7	+4.4
1978-79	30.2	+5.2
1979-80	31.8	+5.3
1980-81	33.3	+4.7
1981-82	34.6	+3.9
1982-83	35.3	+2.0
1983-84	35.5	+0.6
1984-85	36.5	+2.8
Percentage Change, 1974-75 to 1984-85	+44.3	

Source: Bureau of Statistics, P & D Department, Governm

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IER, SIND, 1974-75 TO 1984-85

BOTH SEXES			
URBAN	% CHANGE	RURAL	% CHANGE
28.4	----	21.7	----
30.1	+6.0	22.6	+4.1
31.2	+3.7	23.1	+2.2
32.5	+4.5	24.3	+5.2
33.9	+4.0	25.9	+6.6
35.3	+4.1	27.7	+7.0
36.1	+2.2	30.1	+8.7
37.6	+4.2	31.2	+3.7
38.2	+1.6	31.8	+1.9
37.0	-3.1	33.5	+5.3
37.9	+2.4	34.7	+3.6
+33.5		+59.9	

ent of Sind, Sind Education Statistics, 1984-85.

TABLE

ENROLLMENT RATIOS, STUDENTS
FEMALE TEACHERS BY DI

PROVINCE/DISTRICT	ENROLLMENT RELATIVE TO 5-9 AGE GROUP			FEMALE
	MALE			
	URBAN	RURAL	URBAN	
Sind	75.6%	54.6%	57.4%	
Khairpur	50.0	70.7	21.1	
Jacobabad	72.8	39.9	27.8	
Sukkur	89.1	65.3	41.6	
Shikarpur	96.9	51.0	85.7	
Larkana	88.7	59.8	36.0	
Nawabshah	83.2	50.6	43.7	
Sanghar	100.3	56.3	36.7	
Tharparkar	92.5	39.8	44.4	
Dadu	97.7	60.5	64.9	
Hyderabad	77.3	43.3	50.8	
Badim	102.7	53.2	43.6	
Thatta	101.6	43.4	45.0	
Hyderabad Reg.	83.2	53.3	44.5	
Karachi Reg.	70.5	116.2	66.0	

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind E

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PER TEACHER, AND PROPORTION
STRICT, SIND, 1984-85

	STUDENTS PER TEACHER		RATIO OF FEMALE TO MALE TEACHERS	
RURAL	URBAN	RURAL	URBAN	RURAL
8.9%	37.9	34.7	1.28	0.13
9.6	42.6	32.3	0.56	0.10
4.8	44.3	34.5	0.24	0.11
10.4	45.6	45.2	0.41	0.12
10.0	47.0	36.1	0.31	0.17
14.7	42.8	37.6	0.25	0.16
9.0	47.5	41.3	0.42	0.13
6.4	41.7	36.7	0.37	0.13
4.6	44.7	24.3	0.52	0.17
8.1	42.1	33.7	0.49	0.10
8.0	44.0	33.9	0.96	0.15
7.6	43.1	35.6	0.43	0.09
5.7	28.6	28.5	0.35	0.13
8.1	43.6	34.8	0.52	0.13
46.8	35.0	33.0	2.05	0.15

Education Statistics, 1984-85.

TABLE 14

AVAILABILITY OF PRIMARY SCHOOLS BY SEX

IN RURAL SETTLEMENTS, 1982-83, SIND

	NUMBER OF SETTLEMENTS	BOYS		GIRLS	
		WITH SCHOOLS	WITHOUT SCHOOLS	WITH SCHOOLS	WITHOUT SCHOOLS
Villages With Less Than 500 Population	3,555	2,775	780	599	2,956
Villages With 500-999 Population	2,592	1,928	664	263	2,329
Villages with Population 1,000 and Over	963	847	116	336	627

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Education Statistics, 1984-85.

TABLE 15

MOSQUE/MOHALLAH SCHOOLS ESTABLISHED UNDER

SPECIAL PRIORITY DEVELOPMENT PROGRAMME OF 1982-83

		1983-84	%	1984-85	%
Number of Schools,	Total	2,750	100.0	5,273	100.0
	Male	2,650	96.4	5,083	96.4
	Female	100	3.6	190	3.6
Enrollment,	Total	108,092	100.0	201,360	100.0
	Male	75,248	69.6	142,034	70.5
	Female	32,844	30.4	59,326	29.5
Teaching Staff,	Total	3,238	100.0	6,230	100.0
	Male	3,040	93.9	5,846	93.8
	Female	198	6.1	384	6.2
Students per School		39.3		38.2	
Students per Teacher		33.4		32.3	

Source: Bureau of Statistics, P & D Department, Government of Sind, Sind Education Statistics, 1984-85.

TABLE 1

NUMBER OF GOVERNMENT PRIMARY SCHOOLS
IN NWFP, 1975-7

YEAR	BOTH SEXES								
	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	
1975-76	5,323	----	NA	----	NA	----	4,093	----	
1976-77	5,431	+2.0	NA	----	NA	----	4,169	+1.9	
1977-78	5,563	+2.4	364	----	5,199	----	4,234	+1.6	
1978-79	5,709	+2.6	413	+1.3	5,296	+1.9	4,311	+1.8	
1979-80	6,042	+5.8	436	+5.6	5,606	+5.9	4,480	+3.9	
1980-81	6,320	+4.6	461	+11.6	5,859	+4.5	4,608	+2.9	
1981-82	6,712	+6.2	485	+5.2	6,227	+6.3	4,939	+7.2	
1982-83	6,900	+2.8	520	+7.2	6,380	+2.5	5,019	+1.6	
1983-84	7,170	+3.9	548	+7.3	6,622	+3.8	5,138	+2.4	
1984-85	7,622	+6.3	NA	----	NA	----	5,446	+6.0	
Average Compound Rate of Increase 1977-78 to 1983-84	4.32		7.06		4.11		3.28		
1975-76 to 1984-85	4.06						3.22		

Source: Bureau of Statistics, Planning and Development Department, Government

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, BY SEX OF STUDENT, URBAN-RURAL,
6 to 1984-85

MALE						FEMALE			
URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
NA	----	NA	----	1,230		NA	----	NA	
NA	----	NA	----	1.262	+2.6	NA	----	NA	
211	----	4,023	----	1,329	+5.3	153	----	1,176	
245	+16.1	4,066	+1.1	1,398	+5.2	168	+9.8	1,230	+4.6
251	+2.4	4,229	+4.0	1,562	+11.7	185	+10.1	1,377	+12.0
255	+1.6	4,353	+2.9	1,712	+9.6	206	+11.4	1,506	+9.4
268	+5.1	4,671	+7.3	1,773	+3.6	217	+5.3	1,556	+3.3
278	+3.7	4,741	+1.5	1,881	+6.1	242	+11.5	1,639	+5.3
279	+0.4	4,859	+2.5	2,032	+8.0	269	+11.2	1,763	+7.6
NA	----	NA	----	2,176	+7.1	NA	----	NA	----
.77		3.20		7.33		9.86		6.98	
				6.54					

of NWFP, NWFP Development Statistics, 1985.

TABLE

ENROLLMENT OF STUDENTS AT PRIMARY LE
IN NWFP, 1975-

YEAR	BOTH SEXES TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE
1976-76	465,903	----	NA	----	NA	----	386,561	----
1976-77	485,684	+4.2	NA	----	NA	----	401,953	+4.0
1977-78	508,954	+4.8	100,395	----	408,559	----	415,597	+3.4
1978-79	547,711	+7.6	113,444	+13.0	434,267	+6.3	447,865	+7.8
1979-80	595,864	+8.8	121,199	+6.8	474,665	+9.3	485,091	+8.3
1980-81	656,981	+10.3	128,743	+6.2	528,238	+11.3	534,746	+10.2
1981-82	726,165	+10.5	142,612	+10.8	583,553	+10.5	589,447	+10.2
1982-83	806,292	+10.0	154,204	+8.1	652,088	+11.7	662,297	+12.4
1983-84	877,810	+8.9	163,729	+6.2	714,081	+9.5	719,587	+8.7
1984-85	943,542	+7.5	NA	----	NA	----	764,594	+6.3
Average compound rate of increase 1977-78 to 1983-84	9.51		8.49		9.75		9.58	
1975-76 to 1984-85	8.16						7.87	

Source: Bureau of Statistics, Planning and Development Department, Government

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VEL, BY SEX AND URBAN-RURAL STATUS,
76 to 1984-85

MALE					FEMALE				
URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
NA	----	NA	----	79,342	----	NA	----	NA	----
NA	----	NA	----	83,731	+5.5	NA	----	NA	----
67,097	----	348,500	----	93,357	+11.5	33,298	----	60,059	----
75,653	+12.8	372,202	+6.8	99,846	+7.0	37,781	+13.5	62,065	+ 3.3
79,827	+5.5	405,264	+8.9	110,773	+10.9	41,372	+9.5	69,401	+11.8
84,457	+5.8	450,289	+11.1	122,235	+10.3	44,286	+7.0	77,949	+12.3
94,100	+11.4	495,347	+10.0	136,718	+11.8	48,512	+9.5	88,206	+13.2
101,905	+8.3	560,392	+13.1	143,995	+5.3	52,299	+7.8	91,696	+4.0
105,255	+3.3	614,332	+9.6	158,223	+9.9	58,474	+11.8	99,749	+8.8
NA	----	NA	----	178,948	+13.1	NA	------	NA	-----

7.79	9.91	9.19	9.84	8.82
		9.46		

of NWFP, NWFP Development Statistics, 1985.

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TABLE 16

NUMBER OF PRIMARY SCHOOL TEACHERS, I
IN NWFP, 1975-76

YEAR	BOTH SEXES TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	M TOTAL	% CHANGE	U
1976-76	11,642	----	NA	----	NA	----	8,855	----	
1976-77	11,954	+2.7	NA	----	NA	----	9,123	+3.0	
1977-78	12,389	+3.6	2,746	----	9,643	----	9,337	+2.3	1,
1978-79	12,563	+1.4	2,432	-11.4	10,131	+5.1	9,481	+1.5	1,
1979-80	13,100	+4.3	2,486	+2.2	10,614	+4.8	9,759	+2.9	1
1980-81	13,633	+4.1	2,610	+5.0	11,023	+3.9	10,039	+2.9	1,
1981-82	15,282	+12.1	2,804	+7.4	12,478	+13.2	11,299	+2.6	1
1982-83	16,171	+5.8	2,990	+6.6	13,181	+5.6	11,786	+4.3	1,
1983-84	17,475	+8.1	3,088	+3.3	14,387	+9.2	12,783	+8.5	1
1984-85	19,613	+12.2	NA	----	NA	----	13,830	+8.2	
Average Compound Rate of Increase 1977-78 to 1983-84	5.90		1.98		6.90		5.38		-(
1975-76 to 1984-85	5.97						5.08		

Source: Bureau of Statistics, Planning and Development Department, Government of

BY SEX AND URBAN-RURAL STATUS,
to 1984-85

MALE					FEMALE				
URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
NA	----	NA	----	2,787	----	NA	----	NA	----
NA	----	NA	----	2,831	+1.6	NA	----	NA	----
,540	----	7,797	----	3,052	+7.8	1,206	----	1,846	----
343	-12.8	8,138	+4.4	3,082	+1.0	1,089	-9.7	1,993	+8.0
,365	+1.6	8,394	+3.1	3,341	+8.4	1,121	+2.9	2,220	+11.4
,344	-1.5	8,695	+3.6	3,594	+7.6	1,266	+12.9	2,328	+4.9
,483	+10.3	9,816	+12.9	3,983	+10.8	1,321	+4.3	2,662	+14.3
,564	+5.5	10,222	+4.1	4,385	+10.1	1,426	+7.9	2,959	+11.2
,498	-4.2	11,285	+10.4	4,692	+7.0	1,590	+11.5	3,102	+4.8
NA	----	NA	----	5,783	+23.3	NA	-----	NA	----
0.45		6.36		7.43		4.71		9.04	
				8.45					

NWFP, NWFP Development Statistics, 1985.

TABLE 1

NUMBER OF STUDENTS PER SCHOOL, I
IN NWFP, 1975-7

	BOTH SEXES						MA		
YEAR	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URB
1975-76	87.5	----	NA	----	NA	----	94.4	----	NA
1976-77	89.4	+2.2	NA	----	NA	----	96.4	+2.1	NA
1977-78	91.5	+2.3	275.8	----	78.6	----	98.2	+1.9	318
1978-79	95.9	+4.8	274.7	-0.4	89.6	+14.0	103.9	+5.8	308
1979-80	98.6	+2.8	278.0	+1.2	84.7	-5.5	108.3	+4.2	318
1980-81	103.6	+5.1	279.3	+0.5	90.2	+6.5	116.0	+7.1	331
1981-82	108.2	+4.4	294.0	+5.3	93.7	+3.9	119.3	+2.8	351
1982-83	116.9	+8.0	296.5	+0.9	102.2	+9.1	131.6	+10.3	366
1983-84	122.4	+4.7	299.8	+0.9	107.3	+5.5	140.1	+6.4	377
1984-85	123.3	+1.1	NA	----	NA	----	140.4	+0.2	NA
Average Compound Rate of Increase 1977-78 to 1983-84	4.97		1.34		5.41		6.10		2.
1975-76 to 1984-85	3.93						4.51		

Source: Bureau of Statistics, Planning and Development, Government of NWFP, NWFP

9

BY SEX AND URBAN-RURAL STATUS
5 TO 1984-85

MALE						FEMALE			
BAN	% CHANGE	RURAL	% CHANGE	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
A	----	NA	----	64.5	----	NA	----	NA	----
A	----	NA	----	66.3	+2.8	NA	----	NA	----
3.0	----	86.6	----	70.2	+5.9	217.6	----	51.1	----
1.8	-2.9	71.5	+5.7	71.4	+1.7	224.9	+3.4	50.5	-1.2
3.0	+3.0	95.8	+4.7	70.9	-0.7	223.6	-0.6	50.4	-0.2
1.2	+4.2	103.4	+7.9	71.4	+0.7	215.0	-3.8	51.8	+2.8
1.1	+6.0	106.0	+2.5	77.1	+8.0	223.6	+4.0	56.7	+9.5
5.6	+4.4	118.2	+11.5	76.6	-0.6	216.1	-3.4	55.9	-1.4
7.3	+2.9	125.4	+6.9	77.9	+1.7	217.4	+0.6	56.6	+1.3
A	----	NA	----	82.2	+5.5	NA	----	NA	----

89	6.51	1.75	-0.02	1.69
		2.73		

2.Development Statistics, 1985.

TABLE 20

NUMBER OF STUDENTS PER TEACHER, BY URBAN-RURAL STATUS,

NWFP, 1975-76 to 1984-85

YEAR	TOTAL	% CHANGE	URBAN	% CHANGE	RURAL	% CHANGE
1975-76	40.0	----	NA	----	NA	----
1976-77	40.6	+1.5	NA	----	NA	----
1977-78	41.1	+1.2	36.6	----	42.4	----
1978-79	43.6	+6.1	46.6	+27.3	42.9	+1.2
1979-80	45.5	+4.4	48.8	+ 4.7	44.7	+4.2
1980-81	48.2	+5.9	49.3	+ 1.0	47.9	+7.2
1981-82	47.5	-1.5	50.9	+ 3.2	46.8	-2.3
1982-83	49.9	+5.1	51.6	+ 1.4	49.5	+5.8
1983-84	50.2	+0.6	53.0	+ 2.7	49.6	+0.2
1984-85	48.1	-4.2	NA	----	NA	----
Average Compound Rate of Increase						
1977-78 to 1983-84	3.39		6.37		2.65	
1975-76 to 1984-85	2.07					

Source: Bureau of Statistics, Planning and Development Department, Government of NWFP, NWFP Development Statistics, 1985.

TABLE 21

SELECTED DATA ON MOSQUE SCHOOLS

NWFP, 1979-80 to 1984-85

YEAR	NUMBER OF SCHOOLS	ENROLLMENT	NUMBER OF TEACHERS	ENROLLMENT PER SCHOOL	ENROLLMENT PER TEACHER
1979-80	104	3,297	127	31.7	30.0
1980-81	342	11,872	514	34.7	23.1
1981-82	615	22,612	941	36.8	24.0
1982-83	941	33,141	1,760	35.2	18.8
1983-84	1,138	44,425	1,785	39.0	24.9
1984-85	1,569	66,377	2,656	42.3	25.0

Source: Bureau of Statistics, Planning and Development Department, Government of NWFP, NWFP Development Statistics, 1985.

TABLE
SELECTED DATA ON PRIMARY EDUCATI

YEAR	Number of Primary Schools			Number of Students in Primary Schools		
	Male	Female	Total	Male	Female	Total
1975-76	1,833	413	2,246	64,582	16,141	80,723
1982-83	2,266	449	2,716	94,471	14,686	109,157
1984-85	2,458	467	2,925	133,721	24,637	158,358
1985-86	2,638	472	3,110[1]	176,090	27,167	203,257
Annual Compound Rate of Change						
1975-76 to 1982-83	3.08	1.20	2.75	5.58	-1.34	4.41
1982-83 to 1985-86	5.20	1.68	4.62	23.07	22.76	23.03
1975-76 to 1985-86	3.71	1.34	3.31	10.55	5.34	9.67

	Number of Students Per Primary School		
	Male	Female	Total
1975-76	35.2	39.1	35.9
1982-83	41.7	32.7	40.2
1984-85	54.4	52.8	54.1
1985-86	66.8	57.6	65.4

[1]Plus 1,740 Mosque Schools in 1985-86
Source: Directorate of Education (Schools) Baluchistan, Quetta.

E 22
ON IN BALUCHISTAN, VARIOUS YEARS

Number of Primary Students in Middle Schools			Number of Primary Students in High Schools			Total Number of Primary Students		
Male	Female	Total	Male	Female	Total	Male	Female	Grand Total
18,214	7,688	25,902	16,177	4,856	21,033	98,973	28,685	127,658
36,850	4,082	40,932	25,381	12,516	37,897	156,702	31,284	187,986
40,765	7,699	48,464	27,300	12,560	39,860	201,786	44,896	246,682
45,574	8,924	54,498	29,843	13,644	43,487	251,507	49,735	301,242
10.6	-8.65	6.76	6.65	14.48	8.78	6.78	1.25	5.68
7.34	29.79	10.01	5.55	2.92	4.69	17.08	16.71	17.02
9.61	1.50	7.72	6.31	10.88	7.53	9.77	5.66	8.96

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TABLE 23
SELECTED DATA ON PRIMARY SCHOOL TEACHERS

YEAR	PTI'S			JVT'S			
	Male	Female	Total	Male	Female	Total	
1975-76	257	32	289	3,425	764	4,189	
1982-83	409	53	462	4,974	1,161	6,135	
1984-85	445	68	513	7,050	1,367	8,417	
1985-86	486	74	560	7,833	1,381	9,214	
	(In 1985-86 of total teachers, 5.7% were qual						
Annual Compound Rate of Change							
1975-76 to 1982-83	6.86	7.47	6.93	5.47	6.16	5.60	
1982-83 to 1985-86	5.92	11.77	6.62	16.3	5.95	14.52	
1975-76 to 1985-86	6.58	8.74	6.84	8.62	6.10	8.20	

Source: same as table XXV

IN BALUCHISTAN VARIOUS YEARS

Total Teachers			No. of Students Per Teacher	No. of Students Qualified Teacher
Male	Female	Grand Total		
3,682	796	4,478	28.5	441.7
5,383	1,214	6,597	28.5	406.9
7,495	1,435	8,930	27.6	480.9
8,319	1,455	9,774	30.8	537.9
fied)				
5.58	6.22	5.69	0.0	-1.17
5.6	6.22	14.0	2.62	9.75
8.49	6.22	8.12	0.78	1.99

TABLE

TOTAL RECURRING EXPENDITURE ON EDUCATION, RE
AND REAL EXPENDITURES PER PRIMAR

PUNJAB

YEAR	Total Recurring Expenditure on Education	Recurring Expenditures on Primary Education	% of Recurring to Primary	Real Primary Recurring Expenditure Per Student[2/]	% Chang in Real Recurri Expendi Per Stu
	Rs.Million	Rs.Million	%	Rs.	%
1975-76	771.3	411.3	53.3	202.6	-
1976-77	849.1	466.0	54.9	198.4	-2.2
1977-78	1,104.9	568.6	51.5	212.9	7.4
1978-79	1,163.1	578.1	49.7	196.2	-7.8
1979-80	1,244.5	673.2	54.1	197.3	0.5
1980-81	1,414.6	771.8	54.6	194.2	-1.6
1981-82	1,563.2	866.4	55.4	189.4	-2.5
1982-83	2,123.9	1,277.8	60.2	241.9	27.7
1983-84	2,589.0	1,407.6	54.4	232.1	-4.1
1984-85	3,179.3	1,630.4	51.3	N.A.	N.A
1985-86[1/]	3,736.3	1,998.4	53.5	N.A.	N.A
Annual Compound Rate of Change					
1975-76 to 1985-86	17.1	17.1			
1975-76 to 1981-82	12.5	13.2		1.7[3/]	
1981-82 to 1985-86	24.3	23.2			

1/Budget Estimates 2/ 1975-76 = 100 3/ Rate for Period 1975-76 to 198
Source: Team Estimates from Provincial Data, Data of Ministry of Planning &

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CURRING EXPENDITURE ON PRIMARY EDUCATION
Y STUDENT, 1975-76 TO 1985-86

S I N D

e ng ture dent	Total Recurring Expenditure on Education Rs.Million	Recurring Expenditures on Primary Education Rs.Million	% of Recurring to Primary %	Real Primary Recurring Expenditure per Student[2/] Rs.	% Change in Real Recurring Expenditure per Student %
	411.6	193.1	46.9	176.5	-
	436.0	196.1	45.0	160.4	-9.1
	602.5	272.3	45.2	196.1	22.3
	601.5	266.5	44.3	170.6	-13.0
	676.6	315.2	46.6	170.3	-0.2
	727.5	341.1	46.9	154.8	-9.1
	758.2	364.9	48.1	142.4	-8.0
	954.9	434.3	45.5	156.0	9.6
	1,256.4	541.0	43.1	170.6	9.4
.	1,329.0	612.5	46.1	173.5	1.7
.	1,430.6	640.2	44.8	N.A.	N.A.
	11.9	12.7			
	10.0	11.2		-.19[4/]	
	17.2	15.1			

3-84 [4/] Rate for Period 1975-76 to 1984-85
Development, and Price Index from Federal Bureau of Statistics

Continued on next page

TABLE 24 (Continued)

TOTAL RECURRING EXPENDITURE ON EDUCATION, RECURRING EXPENDITURE ON PRIMA
AND REAL EXPENDITURES PER PRIMARY STUDENT, 1975-76 TO 1985-8

Y E A R	Total Recurring Expenditure on Education	Recurring Expenditures on Primary Education	N.W.F.P. % of Recurring to Primary	Real Primary Recurring Expenditure Per Student[2/]	% Change in Real Recurring Expenditure Per Student	Total Recurring Expenditure on Education	Recurring Expenditure on Primary Education
	Rs.Million	Rs.Million	%	Rs.	%	Rs.Million	Rs.Million
1975-76	184.3	69.0	37.4	148.1	-	58.0	25.4
1976-77	189.1	76.3	40.3	140.6	-5.1	75.6	30.7
1977-78	250.6	91.3	36.4	148.9	5.9	100.5	39.7
1978-79	280.4	94.1	33.6	133.7	-10.2	119.5	45.6
1979-80	305.4	122.7	40.2	144.8	8.3	116.5	50.5
1980-81	373.4	141.1	37.8	134.4	-7.2	148.0	55.2
1981-82	449.6	185.9	41.3	145.5	+8.3	165.6	81.7
1982-83	628.2	258.6	41.2	174.6	19.9	193.5	81.4
1983-84	796.7	313.9	39.4	179.7	2.9	245.5	112.9
1984-85	1,018.9	361.9	36.1	179.3	-0.2	334.4	148.7
1985-86[1/]	1,233.3	428.1	34.7	N.A.	N.A.	405.8	180.4
Annual Compound Rate of Change							
1975-76 to 1985-86	20.9	20.2				21.5%	21.7%
1975-76 to 1981-82	16.0	18.0		2.1[4/]		19.1	21.5
1981-82 to 1985-86	28.7	23.2				25.1	21.9
1975-76 to 1982-83							

1/Budget Estimates 2/ 1975-76 = 100 3/ Rate for Period 1975-76 to 1983-84 4/ Rate for Perio
Source: Team Estimates from Provincial Data, Data of Ministry of Planning & Development, and Price Inde

RY EDUCATION
6

BALUCHISTAN						
es	% of Recurring to Primary	Real Primary Education Expenditure per Student[2/]	Total Recurrent Expenditure on Education	Recurring Expenditures on Primary Education	% of Recurring to Primary	Real Primary Recurring Expenditure Per Student
	%	Rs.	Rs.Million	Rs.Million	%	Rs.
	41.8	199.1	1,425.2	698.9	49.0	190.5
	40.6	N.A.	1,549.8	769.1	49.6	N.A.
	39.5	N.A.	2,058.5	971.9	47.2	N.A.
	38.2	N.A.	2,164.5	994.1	45.5	N.A.
	43.3	N.A.	2,343.0	1,166.3	49.8	N.A.
	37.3	N.A.	2,663.5	1,309.2	49.2	N.A.
	49.3	N.A.	2,936.6	1,498.9	51.0	N.A.
	42.1	235.7	3,900.5	2,052.1	52.6	207.4
	46.0	N.A.	4,887.6	2,375.4	48.6	N.A.
	44.5	281.8	5,861.6	2,753.5	47.0	N.A.
	44.5	N.A.	6,806.0	3,247.1	47.7	N.A.
				15.9%	16.6%	
				12.8	13.6	
				23.4	21.3	
						1.2%

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d 1975-76 to 1984-85
from Federal Bureau of Statistics

TABLE 2

RECURRENT EXPENDITURES ON PRIMARY, SECON

IN CURRENT AND REAL TERMS, 1975-76 T

LEVEL	YEARS	1975-76	1976-77	1977-78	1978
PRIMARY					
Current		411,287	445,993	566,485	573,
Real/1		411,287	395,489	470,190	446,
SECONDARY					
Current		164,178	186,206	253,482	293,
Real/1		164,178	165,120	210,393	228,
POST-SECONDARY/2					
Current		153,229	175,570	221,483	235,
Real		153,229	155,689	183,834	183,

Average Annual Compound Rates of Change in Real Expenditures	1975-76 to 1981-82	197
PRIMARY	3.28	
SECONDARY	5.56	
POST-SECONDARY	0.71	

1/1975-76 = 100

2/Includes universities, colleges, government arts colleges, professional coll
teacher training and vocational institutes.

Source: Department of Finance, Government of Punjab and Federal Bureau of Sta

5

NDARY, AND POST SECONDARY EDUCATION

) 1983-84, PUNJAB (In RPs 1,000)

1-79	1979-80	1980-81	1981-82	1982-83	1983-84
,077	670,566	771,853	874,901	1,127,291	1,339,842
,078	471,466	482,982	499,116	613,759	673,186
,703	309,962	352,250	398,161	516,724	623,908
616	217,930	220,418	227,144	281,333	313,474
892	185,563	237,919	280,258	379,054	445,983
616	130,467	148,876	159,882	206,378	224,078

7-78 to 1982-83	1982-83 to 1983-84	1975-76 to 1983-84
5.47	9.7	6.35
5.98	11.4	8.42
2.34	8.6	4.87

eges, technical colleges and institutes, commercial centres, technical

tistics

continued on next page

Table 25

Participation Ratio in Class III 1984-85	N.A.	N.A.	N.A.	43.1%	59.3%	26.
Population Age 9 1983-84 (000)[2]	1,378	727	653	605	310	
Enrollment in Class V 1983-84 (000)	512	344	168	203	139	
Fifth Year Passes @ 80% 1983-84 (000)	410	275	134	162	111	
Ratio of Fifth Year Passes to Population Age 9 1983-84	30.0%	37.8%	20.5%	26.8%	35.8%	17.
Ratio of Fifth Year Passes Primary School Enrollments 1983-84	10.2%	11.0%	8.7%	10.2%	9.9%	10.

[1] Population Aged 7 = Population Aged 5-9 - 5.
[2] Population Aged 9 = Population Aged 5-9 - 5X.9

Source: Team Estimates

(Continued)

.0%	N.A.	N.A.	N.A.	19.2%	31.5%	5.9%	N.A.	N.A.	N.A.
295	362	190	172	155	80	75	2,548	1,307	1,241
64	84	71	13	23	15	8	822	569	253
51	67	57	10	18	12	6	658	455	202
.3%	18.5%	30.0%	5.8%	11.6%	18.8%	8.0%	25.8%	34.8%	16.3%
.7%	7.6%	7.9%	6.4%	8.5%	7.0%	19.0%	9.6%	9.9%	8.9%

TABLE

RECURRENT EXPENDITURES ON TOTAL EDUCATION,
CHARGES AT PRIMARY LEVEL, PUN

Y E A R	Recurrent Expenditure Rs.Million	%Change %	Education Total Rs.Million	% Change %	% of Recurrent %	Primary Educatio Rs.Millio
1980-81	6,286.1	-	1,395.2	-	22.2	771.9
1981-82	7,400.1	+11.8	1,630.1	+16.8	22.0	874.9
1982-83	8,683.2	+17.3	2,035.1	+24.8	23.4	1,127.1
1983-84	11,683.6	+34.6	2,588.9	+27.2	22.2	1,407.6
1984-85	13,273.7	+13.6	3,179.3	+22.8	24.0	1,630.4
1985-86	15,341.1**	+15.6	3,736.6**	+17.5	24.4	1,998.4**

* Figures in Parenthesis Represent Salary Alone.
** Budget Estimates

Source: Government of the Punjab, Estimates of Charged Expenditure and Demands

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PRIMARY EXPENDITURES AND ESTABLISHMENT
JAB, 1980-1981 TO 1985-86

n	% Change	% of Recurrent Total	% of Education Total	Primary Education Salary & Allowances Rs. Million	% of Primary Education %
	-	12.3	55.3	756.5	98.0
				(605.7)*	78.5
	+13.3	11.8	53.7	844.5	96.5
				(654.8)	74.8
	+28.8	13.0	55.4	1,110.0	98.6
				(713.1)	63.3
	+24.9	12.0	54.4	1,376.7	97.8
				(1,106.2)	78.6
	+15.8	12.3	51.3	1,603.3	98.3
				(1,328.1)	81.5
	+22.6	13.0	53.5	1,968.6**	98.5
				(1,631.6)**	81.6

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for Grants (Non-Development, Various Years)

TABLE 27

SELECTED DATA ON PRIMARY SCHOOLS OF MUNICIPAL CORPORATIONS,

PUNJAB, 1983 - 84

	M.C. ENROLLMENT (TOTAL) RELATIVE TO PROVINCIAL URBAN %	ENROLLMENT MALE	ENROLLMENT FEMALE	RATIO OF MALE TO FEMALE ENROLLMENT	STUDENTS PER TEACHER MALE	STUDENTS PER TEACHER FEMALE
ATTOCK	21.6	1,390	864	1.61	42.1	39.3
RAWALPINDI	17.8	1,891	2,851	0.66	37.1	36.6
JHELUM	40.5	1,806	2,556	0.71	36.9	39.3
GUJRAT	52.1	4,279	5,922	0.72	58.6	53.4
GUJRANWALA	68.1	10,753	9,704	1.11	47.6	46.0
SIALKOT	34.8	6,275	4,723	1.33	48.6	51.9
FAISALABAD	145.4	27,200	22,260	1.22	60.0	87.6
TOBA TEK SINGH	81.1	3,566	3,021	1.18	39.6	70.3
JHANG	70.4	9,032	5,416	1.67	48.8	63.7
SARGODHA	50.8	8,886	3,597	2.47	54.9	50.0
KHUSHAB	28.4	1,739	906	1.92	48.3	41.2
MIANWALI	41.4	2,155	1,549	1.39	34.8	45.6
LAHORE	113.8	46,856	63,557	0.73	48.9	85.4
SHEIKHUPURA	43.7	3,899	3,980	0.98	44.8	52.4
KASUR	104.0	6,255	3,724	1.68	46.7	54.0
OKARA	61.4	2,643	3,319	0.80	45.6	59.3
MULTAN	176.6	20,674	22,700	0.91	42.3	59.6
VEHARI	69.5	2,538	2,928	0.87	52.9	83.7
SAHIWAL	520.2	14,923	10,660	1.40	51.8	71.1
D.G. KHAN	227.3	4,355	3,506	1.24	44.4	39.4
MUZAFFARGARH	17.3	1,200	1,164	1.03	44.4	68.5
LIAYYAH	104.9	2,243	1,241	1.81	37.4	38.8
BAHAWALPUR	52.6	1,867	3,027	0.62	28.7	36.0
BAHAWALNAGAR	33.1	1,266	1,790	0.71	42.2	43.7
R.Y. KHAN	34.9	1,246	2,295	0.54	35.6	40.3
TOTAL ENROLLMENT		188,937	187,260	100.9		

Source: Bureau of Education, Education Department, Government of the Punjab, Education Statistics (Schools Statistics) in Punjab, 1983-84.

TABLE
PRIMARY AGE POPULATION, PARTICIPA
1983-84 AND

	Total	Punjab Male	Female	Total	Sind Male	Female
Population Aged 5-9, 1983-84(000)	7,667	4,041	3,626	3,360	1,720	1,640
Primary School Enrollment 1983-84(000)	4,037	2,498	1,539	1,593	1,118	475
Participation Ratio 1983-84	52.7%	61.8%	42.4%	47.4%	65.0%	29.0%
Population Aged 5-9 1984-85 (000)	7,897	4,162	3,735	3,462	1,772	1,690
Primary School Enrollment 1984-85 (000)	N.A.	N.A.	N.A.	1,651	1,153	497
Participation Ratio 1984-85	N.A.	N.A.	N.A.	47.7%	65.1%	29.4%
Population Age 7 1983-84 (000)	1,533	808	725	672	344	328
Enrollment in Class III 1983-84 (000)	710	454	156	290	203	87
Participation Ratio in Class III 1983-84	46.3%	56.2%	35.3%	43.2%	59.0%	26.5%
Population Age 7 1984-85 (000)	1,579	832	747	692	354	338
Enrollment in Class III 1984-85 (000)	N.A.	N.A.	N.A.	298	210	88

28
TION RATES, AND CLASS V PASSES
1984-85

	NWFP			Baluchistan.				
Total	Male	Female	Total	Male	Female	Total	Male	Female
2,010	1,053	957	860	445	415	14,003	7,284	6,720
878	720	158	213	171	42	6,855	4,597	2,258
43.7%	68.1%	16.5%	24.8%	38.4%	10.1%	49.0%	63.1%	33.5%
2,071	1,085	986	885	458	427	14,423	7,503	6,922
944	765	179	247	202	45	N.A.	N.A.	N.A.
45.6%	70.5%	18.2%	27.9%	44.1%	10.5%	N.A.	N.A.	N.A.
402	211	191	172	89	83	2,779	1,452	1,327
126	104	22	30	25	5	1,156	786	370
31.3%	49.3%	11.5%	17.4%	28.1%	5.7%	41.6%	54.1%	27.9%
414	217	197	177	92	85	12,982	6,753	6,230
N.A.	N.A.	N.A.	34	29	5	N.A.	N.A.	N.A.

Continued on next page

Table 2

Participation Ratio in Class III 1984-85	N.A.	N.A.	N.A.	43.1%	59.3%	2
Population Age 9 1983-84 (000)[2]	1,378	727	653	605	310	
Enrollment in Class V 1983-84 (000)	512	344	168	203	139	
Fifth Year Passes @ 80% 1983-84 (000)	410	275	134	162	111	
Ratio of Fifth Year Passes to Population Age 9 1983-84	30.0%	37.8%	20.5%	26.8%	35.8%	1
Ratio of Fifth Year Passes Primary School Enrollments 1983-84	10.2%	11.0%	8.7%	10.2%	9.9%	1

[1]Population Aged 7 = Population Aged 5-9 - 5.
[2]Population Aged 9 = Population Aged 5-9 - 5X.9

Source: Team Estimates

28 (Continued)

6.0%	N.A.	N.A.	N.A.	19.2%	31.5%	5.9%	N.A.	N.A.	N.A.
295	362	190	172	155	80	75	2,548	1,307	1,241
64	84	71	13	23	15	8	822	569	253
51	67	57	10	18	12	6	658	455	202
7.3%	18.5%	30.0%	5.8%	11.6%	18.8%	8.0%	25.8%	34.8%	16.3%
0.7%	7.6%	7.9%	6.4%	8.5%	7.0%	19.0%	9.6%	9.9%	8.9%

TAB

DEVELOPMENT EXPENDITURES AND ALLOCA
BY PROVINCE, 1
(RS IN

Y E A R	Development Education Total	Development Primary Education	% Total Education on Primary Education	Development Education Total	Development Primary Education	% Total Education on Primary Education	Development Education Total	Dev Pri Edu
1975-76	243.2	64.3	26.4	60.1	10.0	16.6	67.3	1
1976-77	108.3	3.6	3.3	62.5	9.2	14.7	80.6	1
1977-78	135.9	9.3	6.8	73.3	14.0	19.1	110.4	5
1978-79	163.3	26.9	16.5	90.8	26.0	28.6	139.7	5
1979-80	101.2	19.5	19.3	90.6	17.3	19.1	141.0	6
1980-81	266.9	91.7	34.4	131.3	43.3	33.0	146.1	7
1981-82	339.7	120.0	35.3	164.3	50.7	30.9	204.6	9
1982-83	401.9	207.7	51.7	192.3	70.6	36.6	262.7	10
1983-84	464.2	83.2	17.9	121.5	47.1	38.8	270.5	12
1984-85	499.9	115.0	23.0	212.5	55.6	26.1	284.4	10
1985-86[1]	697.3	140.0	20.1	293.2	113.6	38.7	324.6	13

[1] Budget Estimates

Source Ministry of Planning and Development, GOP, Islamabad

LE 29
ATIONS, EDUCATION & PRIMARY EDUCATION
975-76 TO 1985-86
MILLION)

elopment mary cation	% Total Education on Primary Education	Development Education Total	Development Primary Education	% Total Education on Primary Education	Development Education Total	Development Primary Education	% Total Education on Primary Education
1.8	17.5	22.0	1.4	6.4	392.6	87.5	22.3
7.3	21.5	20.8	3.9	18.8	272.2	34.0	12.5
1.1	46.3	49.0	4.2	8.6	368.6	78.6	21.3
5.4	39.7	40.8	7.9	19.4	434.6	116.2	26.7
7.6	47.8	31.6	5.8	18.4	364.2	110.0	30.2
1.5	48.9	32.1	10.0	31.2	576.4	216.5	37.6
4.1	47.0	46.9	11.7	24.9	755.5	278.5	36.9
3.5	40.2	69.6	18.0	25.9	926.5	401.6	43.3
3.8	45.8	85.8	24.2	28.2	942.0	278.3	29.5
3.7	38.2	110.3	38.3	34.7	1,107.1	317.4	28.7
5.0	41.6	142.6	35.8	25.1	1,457.5	424.2	29.1

TABLE
DEVELOPMENT OUTLAYS IN EDUCA
(1984-85 REVISED) R
PROVINCIA
(RS. IN M

	Punjab
Total Provincial 1984-85 ADP	3,809.0
Education Sector Development Budget	499.9
Per cent Education Total of Total 1984-85 ADP	13.1%
Primary Education Sub-Sector Development	115.0
Percent Primary Education Development of Total Education Development	23.0%
Percent Primary Education Development of Total 1984-85 ADP	3.0%

Source: Ministry of Planning & Development, GOP, Islamabad

30

ATION AND PRIMRY EDUCATION
ELATIVE TO 1984-85
L ADP'S
ILLION)

Sind	NWFP	Baluchistan	Total of Four Provinces
1,533.4	1,244.7	713.0	7,300.1
212.3	284.4	858.0	1,082.4
13.8%	22.8%	12.0	14.8%
55.4	108.7	24.2	303.3
26.1%	38.2%	28.2%	28.2%
3.6%	8.7%	3.4%	4.2%

TABL
PROVINCIAL PROJECTI
PRIMARY ENROLL
1985

	Punjab Million Rupees	S M R
Total Recurring Cost 1984-85	19,198.4	7,
Annual Average Recurring Costs 1984-85 to 1992-93	2,133.2	
Compound Rate of Change in Recurring costs 1983-84 to 1992-93	6.99%	
Total Recurring costs with 20% improvement factor 1984-85 to 1992-93	23,038.0	9
Annual Average Recurring costs with 20% improvement factor 1984-85 to 1992-93	2,559.8	1
Compound Rate of Change in Recurring costs with 20% improvement factor 1983-84 to 1992-93	9.18%	
Total capital costs 1984-85 to 1992-93	2,137.4	1
Annual Average capital costs 1984-85 to 1992-93	237.5	

E 31
ONS OF COSTS OF 75%
MENT IN 1992-93
R s

nd llion pees	NWFP Million Rupees	Baluchistan Million Rupees	Total of Four Provinces Million R s
785.8	4,830.7	2,595.0	34,409.9
865.1	536.7	288.3	3,823.3
8.29%	10.09%	18.00%	8.47%
,343.0	5,796.8	3,114.0	41,291.8
,038.1	644.1	346.0	4,588.0
10.51%	12.34%	20.41%	10.69%
,220.9	968.8	580.1	4,907.2
135.7	107.6	64.5	545.3

Continued on next page

Table 31 (C

Compound rate of change in capital costs 1983-84 to 1992-93	14.74%
Total Primary costs without improvement factor 1984-85 to 1992-93	21,335.8
Annual Average Total Primary costs without improvement factor 1984-85 to 1992-93	2,370.7
Compound Rate of change in total primary costs without improvement factor 1983-84 to 1992-93	7.42%
Total primary costs with improvement factor 1984-85 to 1992-93.	25,175.4
Annual Average total primary costs with improvement factor 1984-85 to 1992-93.	2,797.3
Compound rate of change in total primary costs with improvement factor 1983-84 to 1992-93	9.55%
Primary expenditures as % of GNP at market prices 1983-84	
Primary costs without improvement factor as % of GNP at market prices 1992-93	
Primary costs with improvement factor as % of GNP at market prices 1992-93	

ontinued)

16.15%	3.86%	19.63%	11.87%
9,006.7	5,799.5	3,175.1	39,317.1
1,000.8	644.3	352.8	4,368.6
9.11%	8.60%	18.29%	8.87%
0,563.9	6,765.6	3,694.1	46,199.0
1,173.8	751.7	410.5	5,133.3
11.05%	10.43%	20.27%	10.82%
			0.52%
			0.77%
			0.90%

continued on next page

Per capita primary expenditure
1983-84

Per capita primary costs without
improvement factor 1992-93

Per capita Primary costs with
improvement factor 1992-93

Provincial expenditures/costs per capita

Punjab
Sind
NWFP
Baluchistan

Source: Team Estimates

31 (Continued)

Rs 27

Rs 50

Rs 59

1983-84	1992-93 Without Improvement	1992-93 With Improvement
28.1	43.9	51.8
26.8	48.9	57.4
26.7	60.1	69.8
24.6	103.7	120.24

TABLE 32

DISTRIBUTION OF PROVINCIAL PRIMARY SCHO

URBAN SCHOOLS

NUMBER OF STUDENTS PER SCHOOL	BOYS NUMBER OF SCHOOLS	BOYS CUMULATIVE DISTRIBUTION (%)	GIRLS NUMBER OF SCHOOLS	GIRLS CUMULATIVE DISTRIBUTION (%)	NUMBER STUDEN SCHOOL
50 + LESS	712	35.6	362	24.2	5
51 - 60	104	40.8	77	29.3	6
61 - 70	93	45.5	77	34.5	11
71 - 80	90	50.0	84	40.1	16
81 - 90	73	53.7	87	45.9	21
91 - 100	58	56.6	75	50.9	26
101 - 150	281	70.7	231	66.4	31
151 - 200	174	79.4	177	78.2	36
201 - 250	117	85.3	111	85.6	41
251 - 300	79	89.3	78	90.8	46
301 - 350	68	92.7	39	93.4	51
351 - 400	36	94.5	27	95.3	61
401 - 450	40	96.5	15	96.3	71
451 - 500	19	97.5	12	97.1	81
501 - MORE	55	100.0	44	100.0	91
					101
					151
					201
TOTAL	1,999		1,464		

SOURCE: SAME AS TABLE II

OLS IN THE PUNJAB, 1983 - 84

OF TS PER	RURAL SCHOOLS BOYS NUMBER OF SCHOOLS	BOYS CUMULATIVE DISTRIBUTION (%)	GIRLS NUMBER OF SCHOOLS	GIRLS CUMULATIVE DISTRIBUTION (%)
+ LESS	1,002	4.2	635	4.7
- 10	751	6.8	443	8.0
- 15	1,296	11.8	983	15.4
- 20	1,676	18.2	1,129	23.8
- 25	1,857	25.4	1,857	25.4
- 30	1,856	32.5	1,055	40.2
- 35	1,768	39.3	955	47.3
- 40	1.732	46.0	908	54.1
- 45	1,539	51.9	745	59.7
- 50	1,477	57.6	844	66.0
- 60	2,258	66.3	1,112	74.2
- 70	1,787	73.2	806	80.3
- 80	1,421	78.7	579	84.6
- 90	1,172	83.2	505	88.3
- 100	943	86.9	353	91.0
- 150	2,195	95.3	834	97.2
- 200	736	98.2	240	99.0
MORE	479	100.0	137	100.0
	25,945		13,412	

CHAPTER IV.

ORGANIZATION, MANAGEMENT AND ADMINISTRATION

Crucial to the success of any enterprise, be it a business undertaking or a public social service, is the manner in which it is administered, managed and organized. In common parlance, the terms "administration," "management" and "organization" are often used interchangeably. In practice, they combine to form an integrated process in the conduct of an enterprise. Discretely, administration is "getting things done," management is the "technique of getting things done," and organization is the "structure for getting things done."

In its broadest coverage, management now includes general planning, goal setting, giving direction and guidance, organizing and staffing, budgeting, financial management and analysis, accounting records, provision and inspection of physical plant facilities and equipment, improving a product or service quality, coordination, supervision, evaluation and reporting. A management audit of a large enterprise would now normally look into such areas as long-range planning, budgetary control, organization and personnel management, inventory controls, cash and finance, procurement practices and pricing, physical plant facilities and layout, determining adequacy of equipment, publicity and promotion, networking, community relations, product or service quality control procedures, supervision and evaluation and reporting. All of these are useful indicators of the status and progress of an enterprise.

The other chapters in this assessment of primary and non-formal education make it obvious, however, that for purposes of this part of the study, it is not necessary to cover the broad field of management as indicated. It makes more sense to focus the terms administration, management and organization mainly on the structure and process of program implementation and not bother unnecessarily with the areas of planning, budgeting, finance and critical content analysis of primary education, curriculum or non-formal education, which are covered elsewhere.

The specific context of this study deals with the management of a public sector activity involving thousands of small and large, often autonomous, service delivery points throughout the length and breadth of Pakistan.

Useful areas to be examined include interpretation of national and provincial plans and policies -- particularly at the focal points of the service delivery process -- implementation of approved development schemes, participation in the planning and development process, management of physical resources, management of human resources (staffing, leadership and motivation), public/community relations, management of information (collecting and processing data), supervision, quality control and management of special projects.

A. ORGANIZATION AND MANAGEMENT STRUCTURE

The management of primary education in Pakistan is constitutionally the responsibility of the provincial departments of education and the levels of administration below them. However, the general policy guidance and planning for

curricula, standards, coordination, Islamic education and development of the country's educational system as a whole rest with the federal Ministry of Education (MOE). Libraries, museums, universities, and a number of schools in federally administered areas are also the responsibility of the MOE. A macro-picture of the organization and management structure of Pakistan's educational system is presented in Annex D-IV.1 as Chart 1.*

1. Federal Structure

Three ministries in the federal government are directly involved in the management of education. These are the Ministry of Planning and Development (P&D), the Ministry of Finance (MOF) and the Ministry of Education (MOE). The P&D Ministry has an Education Unit which reviews all educational development plans requiring federal funding. In practice, these plans are submitted pro forma in so-called PC-1s (Planning Commission Form 1). They are then consolidated into Annual Development Plans (ADPs) which are formulated during the year for implementation in the next fiscal year. Provincial ADPs are initially developed by respective planning and development units at the local levels. The Ministry of Finance, as its nomenclature signifies, is in charge of financing approved ADP projects for federal funding, either in the form of grants or loans to the provincial governments. Recently, recurring expenses which the provinces are unable to meet have been included for possible federal grant funding.

The federal Ministry of Education (MOE) is the overseer and guardian of the country's educational system. Its main responsibility is to ensure that national education policies, objectives and standards are observed and implemented by all concerned. The organizational structure of the Federal MOE (Chart No. 2) and the duties and functions of key personnel are presented and discussed in greater detail in Annex D-IV.1; hence, only a summary is presented here.

The MOE is politically headed by a Minister who serves as the guardian and spokesman for education in the cabinet. The administrative head is the Education Secretary, who has the overall responsibility of providing general direction and policy guidance. Responsible to him are nine divisions, called Wings: Administration, Planning and Development, Primary and Non-Formal Education, Higher Education, Federal Institutions, Sports and Welfare, Curriculum, Science and Technology, and International Cooperation. Each Wing is headed by a Joint Secretary/Joint Education Adviser, assisted by a number of Deputy Secretaries/Deputy Education Advisers and Section Officers or Assistant Education Advisers in charge of respective areas within the Wing. The Wings are not all located in one central complex but are scattered across the city of Islamabad. The Curriculum Wing, for instance, has its headquarters practically in a suburb away from the downtown area. The entire Ministry has about 750 professional personnel.

*Annex IV.1 to this report (Part IV), entitled "The Management Structure of the Educational System of Pakistan," is a detailed compilation of reconstructed organizational charts from the federal level to the various levels of educational management in all four provinces, together with corresponding duties and responsibilities of their offices and personnel.

The Planning and Development Wing has three sectors: (1) planning and development, (2) foreign assistance and (3) implementation and evaluation. The first deals with all matters relating to planning of education at all levels, including identification of projects, assignment of priorities and physical targets, perspective planning, and the preparation of Five Year Plans, and ADPs, appraisal of projects, processing of schemes with various agencies concerned, and analysis of data collected. The Foreign Assistance Sector is in charge of all matters related to the formulation, preparation and implementation of projects for foreign assistance and negotiations with multilateral and bilateral foreign aid donor agencies. The functions of the Implementation and Evaluation Sector relate to monitoring and evaluation of development programs and projects at primary, middle, secondary and higher education levels, including non-formal and technical education; implementation and evaluation of all projects including those of the federal and provincial governments; and, monitoring of actual implementation procedures involving autonomous bodies and national institutions. This Wing has a total of 16 professional staff.

As the designation denotes, the Primary and Non-Formal Education Wing is in the vortex of primary education management in the country. It is currently headed by an Officer on Special Duty, assisted by three Deputy Education Advisers (one for the primary and non-formal education sector, another for the Third Education Project and the third, for the Primary Education Project under World Bank assistance); a Project Director for the Experimental Pilot Project Integrating Education and Rural Development (EPPIERD), which was a project launched in 1977 in collaboration with UNESCO; and a Deputy Chief on Special Development Program. The duties and responsibilities of the Wing as a whole are multifarious and serve the whole gamut of school management in the country, including aspects of teacher and agriculture training. This Wing has a total complement of 21 professional staff.

The Curriculum Wing has four sectors: (1) Languages and Social Science, (2) Basic Science, (3) Islamic Education and (4) Textbook Development and Monitoring. Each is under a Deputy Education Adviser (DEA). The DEA for Languages and Social Science is assisted by an Assistant Education Adviser (AEA) for Urdu, an AEA for English, another AEA for Economics and an Education Officer (EO) for Arabic/Persian languages. The Basic Science Sector has AEAs in physics, chemistry, biology, mathematics and technical, vocational and agro-technology. The Islamic Education Sector has an AEA in Islamayat, and two other staff members in Islamic History and alternative courses for non Muslims. The Textbook Development and Monitoring sector has an Education Officer for Teacher Training, an AEA to work with textbook boards, another AEA for research and monitoring of projects and an administrative officer.

The duties and responsibilities of the Curriculum Wing are wide-ranging and extend to the provincial bureaus on curriculum and extension. The Wing is responsible for such tasks as vertical and horizontal articulation of curricula from Classes I-XVI (from Classes XIII-XVI in consultation with the University Grant Commission), development of curricula for teacher training programs (preservice and inservice) for primary, middle, secondary and intermediate schools; examination reforms and test development; preparation, review and publication of textbooks; collection of data for curriculum implementation. A total of 23 professionals compose the key staff of the Wing.

Attached to the federal structure just described are Semi-Autonomous Bodies which have their own internal organization, usually headed by a Director General or Chairman and assisted by administrative and technical/professional staff. These bodies include the Literacy and Mass Education Commission (LAMEC), the Academy of Educational Planning and Management (AEPAM), the Allama Iqbal Open University (AIOU), Academy of Letters, National Institute of Psychology, the University Grants Commission (UGC), and the National Education Council. Three of these attached bodies are worth noting because of their direct involvement in some aspects of primary and non-formal education, including teacher training. These are LAMEC, AEPAM, and AIOU. Since these bodies are described more fully in other chapters, only a brief review is presented here.

LAMEC was established in 1981 to evaluate strategies, develop plans and suggest measures on literacy and non-formal mass education programs, as well as to recommend improvements and arrange follow up materials for literacy. This Commission has since established provincial and district centers/offices throughout the country. It is currently in the spotlight of government efforts in the field of basic and non-formal education because of the inclusion of mass literacy programs as one of the five priority areas listed in the Prime Minister's historic speech of December 31, 1985, which lifted martial law from the country and gave focus to development efforts.

AEPAM was established in 1982 by the Ministry of Education. To this Academy were entrusted the major tasks of organizing training and research programs in the field of educational planning, management and supervision, including provision of valid, reliable and up-to-date statistical data on the educational systems. Recently, the Academy has been designated as the national center for the development of computerized Educational Management Information Systems. It will assist in identifying data requirements for planning and management, provide specialized training programs in the area of computers and management information services, develop systems and programs relating to desired output formats and initiate work on trends analysis, input and cost projections.

Since its founding, AEPAM has conducted many major training workshops/seminars and programs. These include training courses in Planning and Management of Education at District/Tehsil Level (1983); Basic Concepts and Prospects of Educational Planning, Management and Supervision for District Education Officers (Oct-Nov, 1983); Orientation Course for Educational Planners (Feb. 1984); Orientation Course for School Administrators (April-May 1984); Planning and Management for Teacher Education (May 1984); Second Workshop on Planning, Management and Supervision for District Education Officers (Aug-Sept 1984); Third Workshop for District Education Officers (April 1985); Retraining of Primary Education Personnel, Advanced Level Workshop to Cope with Dropout and Repetition Problems (May 1985); Seminar for Senior Educational Administrators in Educational Policies and Planning (Sept. 1985); and Training Course for Educational Administrators (Oct 1985). These courses have been well received by planners and decision makers.

AIOU was actually founded in 1974. Initially called "The People's Open University," it provides part-time educational facilities through correspondence

courses, tutorials, seminars, workshops, laboratories, television and radio broadcasts and other mass communication media. The University uses the distance learning model and is a multi-level and multi- method teaching institution. It has developed 104 courses which include basic functional education, secondary and intermediate level courses and both the Primary Teaching Orientation Course, and the Primary Teacher Certificate. The University covers the whole territory of Pakistan and all its activities in this regard are organized and maintained by some 15 regional study centers (including suboffices) spread throughout the country.

2. Provincial Departments of Education

Provincial Departments of Education have the basic responsibility of promoting the cause of general, technical and scientific education and implementing the educational policies formulated by the provincial and federal governments. Theoretically, they are free to develop any type of educational institution and to provide any material and content which do not come into conflict with national goals and policies. In this context, they can be said to be independent and autonomous.

The management structure of education in the provinces generally follows a basic pattern, (save for a few minor differences). Each province has a Department of Education (which, in Sind, is called the Education and Culture Department), charged with the responsibility of formulating educational policies and coordinating the activities of the various levels of educational administration in the province taking into account national objectives, policy guidelines and standards. With slight variations among the provinces, the downward hierarchy of school administration (for Classes I-XII) flows from the Department to Division, District, Tehsil/Sub-Tehsil, (Markaz in NWFP and Punjab provinces), Union Council, and to the individual schools and classrooms. A province is composed of divisions (regions in Sind); a division is divided into districts which, in turn, are composed of tehsils and sub-tehsils (called markaz in NWFP and Punjab). A tehsil consists of some 7 to 10 markaz and a markaz is composed of a similar number of union councils. Some 7 to as many as 15 villages may compose a union council.

The downward educational hierarchy in all the provinces, except Sind, consists of either a Directorate of Public Instruction or Directorate of Education (Schools) at the provincial level to which the divisional directorates of education are immediately responsible. In Sind, the regional directorates of school education are directly responsible to the Secretary of Education since there is no directorate of school education for the entire province. It should also be noted that in Baluchistan, there are currently no divisional directorates of education (except on the female side). The functional line of administration on the male side goes directly from the Directorate of Education (Schools) to the district education officers. There are plans, however, to establish divisional directorates of education offices effective July 1986, similar to those of other provinces.

These levels of public school administration form a parallel to the officially recognized units of local government, namely, Divisions and Districts

(administered by a Commissioner and Deputy Commissioner, respectively) with their sub-divisions into tehsil (called taluka in Sind), sub-tehsil (markaz in Punjab) and union councils, all of which have their own organization, representative bodies and roles to fulfill, mainly as arms of the Department of Local Government and Rural Development. These units of local government serve as convenient administrative units for the Department of Education and other departments, such as agriculture, health, and so on.

As in the case of the federal Ministry of Education, the organizational structures of the provincial departments of education are presented in great detail in Annex IV.1, Part IV. The coverage is by province and by each level of administration within the province, dovetailed by a statement of the duties and responsibilities of each category of key personnel. Allowing for slight variations, which in no way seriously alter the basic organizational patterns in all four provinces, the following discussion is a representative portrayal of existing management structures and staff duties and functions.

Each provincial Department of Education is headed by a Minister who, normally, (as in the federal level) is not an educator but a political officer and a member of the provincial governor's cabinet in charge of educational matters. The administrative head and real Chief Executive Officer is the Education Secretary, usually a professional educator and member of the Civil Service of Pakistan (CSP) corps of career administrators. As a general rule, the post is a promotional position. The Education Secretary is assisted by one or two Additional Secretaries (as in Punjab) -- one for Establishment and the other for Academic Affairs. Directly under the Additional Secretary (or under the Education Secretary in NWFP) are Deputy Secretaries for Schools, Planning and Development, Establishment or Administration. Each Deputy Secretary has Section Officers with respective areas of professional secretariat responsibilities. All are responsible to the one immediately above and, ultimately, to the Education Secretary whose responsibilities can be divided into three components, namely: (1) administrative matters, (2) professional matters, and (3) ceremonial/political matters. Chart No. 3 shows in specific context the organizational structure of the Punjab Department of Education.

3. Directorates of School Education

To the provincial structure so far described must be added the line directorates which are either attached (as part of the provincial structure itself) or autonomous bodies, which carry out field functions covering specific areas. Each is headed either by a Director or a Chairman. The most notable of these bodies is the Directorate of Education (Schools), which has supervisory powers over Divisional Directorates. In Punjab, the Directorate is actually called the Directorate of Public Instruction (DPI). It is reminded that this directorate has no counterpart in Sind province where there are only divisional directorates of education immediately and directly responsible to the Secretary of Education.

The provincial Directorate of Education (Schools) is the hub of management over primary, middle and secondary schools in the province. Chart No. 4 is an

organizational example (actually that of NWFP). A Directorate of Education (Schools) is headed by a Director whose rank is next to that of the Secretary of Education. Immediately below him (in NWFP) are a Deputy Director (Schools), another Deputy Director for Planning and Development and an Additional Directoress (Female). Supporting professional staff consists of Assistant Directors for Establishment, Physical Education (one for Male and another for Female schools), Budget and Accounts, Audit, Extension Training, Agro-Technical Education, Private Schools, General Affairs, Planning, Education and Statistics. Another office includes an administrative officer, a statistical officer and senior staff in charge of secondary schools. In Baluchistan, the line of Deputy Directors (DyD) includes one for audit and accounts, one for administration, one for planning and another, for implementation. As in NWFP, a Deputy Directoress (Female) completes the line-up. Supporting staff consists of Assistant Directors in the areas designated for the Deputy Directors. In Punjab province, one of the four deputy directors is for Teacher Training Institutions. The other three are for planning, administration (male) and administration (female).

The field components of the Directorates of Education (Schools) consist of the Divisional Directorates of Education (Schools), the District Education and Sub-Divisional Education offices. There are also slight variations among the provinces in the organizational structures at these levels, but these variations do not alter the basic pattern.

The rather lengthy and detailed presentation of the duties and responsibilities of key officials, particularly at the provincial, district and tehsil levels in each of the provinces is contained in Annex IV.2 (Part IV). The aim of this annex is to provide a clearer picture and imagery of those in the frontlines, so to speak, in the battle for improvement and expansion of primary education. The detailed descriptions of duties, responsibilities and functions of these officials is necessary for future analysis and planning.

To complete the general picture, it must be finally added that there are many schools which are run directly by the central government in federal territories and by municipal corporations, municipal committees and other autonomous bodies. These organizations have the legal personality to manage their own educational systems. (See Chapter I.) Also, within recent years, there has been a mushrooming of private schools, often advertised as English-medium schools. There are hopeful indications that they will continue to grow in number. These other features of the educational landscape will be dealt with as may be necessary in the course of further discussion.

B. STRENGTHS AND WEAKNESSES

The organizational structure and basic administrative functions of the educational system of the country just described show that there exists a relatively well established officialdom that appears to have the management capacity to mount and implement the expanded program for primary and non-formal education that is being projected in Pakistan's development plans. Just how well the administrative machinery is performing and how capable it may be to resolve the many problems

facing Pakistan's educational development are questions which need further scrutiny. For this purpose, the results of the field study may prove to be most are useful.

There are many strong points in the current organizational and management structure. Most noteworthy is its decentralized character, according to which the provinces and the various other administrations have been linked into a federal-provincial-local network and have been allocated duties and functions which at least provide them with a sense and degree of participation in the processes of decision making and implementation. There is a clear definition of federal and provincial roles, and the coordination and sharing between both are at least in theory quite sound and reasonable. Geographically and administratively the centers of are also well defined. Rules and regulations as well as sanctions are, by and large, in place. Similarly, standard operating procedures governing planning and development, organization, budget, measurement, control, orientation and leadership appear to be well established. Thus, the pillars of management are in place. The fact that each level in the hierarchy is responsible for monitoring the performance of the one immediately below helps to ensure an effective system of internal supervision and control.

There is also a relatively good infrastructure of primary teacher training colleges, curriculum bureaus and extension centers, textbook boards and production facilities, national equipment centers and the beginnings of a computerized management information system (MIS), all of which can be readily improved to enhance the capabilities of the management structure. Coordination and linkages with other nation-building departments, such as Local Government and Rural Development, Communication and Works, Health, Agriculture, and others seem also to be strong.

In most, if not all, of the major places visited, key education officials were found to be not only highly qualified and trained career professionals, but were also keenly knowledgeable and aware of the practical problems confronting education in their respective areas. Quite a number of these are at the helm of policy and planning and by their expertise and professionalism, they enhance the general caliber of administration and educational leadership in the country. This characteristic of personnel in the upper levels of the structure is complemented by a strong sense of respect, loyalty and compliance among those below. Subalterns at the middle and lower levels of management (randomly observed or interviewed during the field visits) also were found to be dedicated and hardworking but often needing specialized training. To the extent that they represent a good segment of the present staffing of the organization, they, too, add a plus in the management structure. Overall, the quality of leadership and followership in the officialdom is high. Expertise and top executives are adequate and should augur well in general for the future of education in the country.

The points of strength cited should not, however, becloud certain weaknesses which appear to be impeding efforts to achieve desired goals. Nor should they mask the inability to cope with problems due to external causes and circumstances.

The field survey found a host of problems which indicate either poor management performance nor the inability to cope with the sheer magnitude of the problem. A catalog of problems found:

- Poor conditions of school buildings and facilities; absence of water and toilet facilities in a great number of schools; unfurnished, small 16 x 18 feet classrooms; no table or chair for the teacher; children seated on mats on bare floors one after the other in rows stretching from wall to wall; and many shelterless schools not even having walls.

- Lack of equipment/teaching aids and instructional materials, including textbooks, and absence of teaching kits supposed to be in place in all schools.

- Overcrowded classrooms, some as many as 120 or more pupils in a room or two classes arranged back to back or at right angles to each other in a single room.

- Unattractive school environment and curriculum.

- High drop out and repetition rates.

- Shortage of teachers, particularly female, in rural areas; large numbers of untrained teachers.

- Women not effectively utilized, especially in rural and tribal areas.

- Single or two teacher schools accommodating as many as 300 pupils in multigrade settings, Classes I-V, resulting in pupils huddled on mats outside of classrooms, under the sun or in the rain, as luck would have it.

- Low social and cultural status of teachers; low salary scale for primary school teachers.

- Extremely low number of first line supervisors to schools resulting in impossible workloads, e.g., 80-250 schools per supervisor.

- Inadequate transport and communication facilities, particularly for female teachers.

- Too much paper work and reporting at all levels.

- Poor quality of teaching and less than desirable learning environment.

- Political pressures on recruitment, appointment and transfer of teachers. (Frequently, during the field visits, interviews with administrative officers were interrupted by calls from representatives of the legislative branch urging the appointment or transfer of particular teachers, either to reward or to punish them.)

- Low level of community involvement.

- Lack of up-to-date statistical data base for making decisions, leading to delays in preparing PC-1s as well as responding to federal government requests for additional information, sometimes recently furnished to another department.

- Delays in PC-1 review process as well as in the implementation of approved projects.
- Lack of planning and budget capabilities at the lower levels of management; budgets sometimes prepared by clerks, with an insufficient command of English.
- Faulty calculation of estimated recurring costs in budgets of proposed projects, so that current and future year budgets become unwittingly over burdened.
- Insufficiency of provincial and federal funds estimated to cover sanctioned development projects requiring, in the process of implementation, an unanticipated burden on provincial funds.
- Delays in release of funds for sanctioned and funded projects.
- Inadequate monitoring system in the implementation and follow-through of projects, resulting in perfunctory progress reports without basis and absence of evaluation reports at completion.
- Delays in procurement and purchase of goods and materials, both instructional and contractual, in relation to school construction.
- In some instances, overextended and overworked, qualified and motivated people, reluctant to delegate responsibilities for lack of competence below them.

These problems and more like them suggest, in the aggregate, that the educational management structure may need overhauling to improve and extend its capabilities and effectiveness.

From another vantage point, the educational management system could be described as inward-oriented and self-protecting, with strong allegiances to established rules and ways of administration. There is a heavy concentration of able and qualified personnel in the middle and upper levels of management but not enough professional expertise and management leadership at the lower levels. This is particularly true at the sub-tehsil and union council strata, which are the crucial points in the delivery system. It should be stressed that there is practically no formal organizational structure below the tehsil level as far as educational administration is concerned. Thus, supervision and control at the very points where most needed are weak. There are exceptions: the learning coordinators of the PEDEP are useful additions to the supervisory level and the "Center School" in the Punjab, though informal, play a leadership role viz a viz the dozen or so schools in their orbit. Then there are the headmasters and headmistresses, but they lack the kind of training necessary for effective supervision. As a result, school administration and management at the grassroots, classroom, level are distressingly poor. Thus, in terms of distribution of expertise and leadership, the provincial educational bureaucracy tends to look like a tilting inverted pyramid making difficult meaningful decentralization of duties and responsibilities.

Because of the predominance of expertise and authority at the top, plans, schemes and policies come essentially uncriticized or modified down through the bureaucratic structure where each organization below is basically a miniature of the one immediately above it. There appears to be a strong allegiance to the system rather than to participatory governance and local leadership and accepting of accountability for compliance with directives which may not always be consistent with local interests and welfare.

In general, compliance and implementation of directives in the system impose a heavy burden on administration in the form of excessive reporting and paper work. Time necessary for monitoring and supervisory functions to improve the quality of instruction and the service-delivery system is thus sacrificed. The multifarious tasks of administration required from key personnel at the district and tehsil levels also help to explain why the quality of supervision is very low. The situation is exacerbated by excessive overload of schools that a DEO or SDEO is assigned to supervise. Some DEOs and SDEOs have been found to have 120 schools or more to supervise during the year. This is an impossible task given the other duties and functions required of these personnel.

The provision of facilities as a function of management also is depressingly inadequate. As already stated, there is a critical shortage of schools, resulting in overcrowded classrooms, and lack of an environment conducive to effective teaching and learning -- no furniture, instructional materials, poor light and ventilation, and so forth. There is equally a shortage of teachers (especially women teachers) and more specifically trained teachers. Because of the shortage of teachers, the common practice is a two-teacher scheme with often 300 pupils ranging from Grades I-V. The difficulties of providing instruction in such circumstances is less than desirable.

1. Planning and Development of Provincial Annual Development Plans

On paper, the formulation of the so-called Annual Development Plans (ADPs) involves five stages in which the Planning and Development (P&D) Department, in coordination with the Ministry of Planning and Development at the federal level, is actually the prime mover. Work on the ADP of the ensuing fiscal year (July 1-June 30) commences from the first of July. The first stage involves about 9 weeks till the first week of September. During this period, the P&D Department conducts an estimate of likely resource availabilities and determines inter-sectoral priorities.

In September (second stage), the P&D Department sets the level of allocations by sector and notifies all departments to prepare lists of on-going and new projects for the next ADP. These are submitted on the prescribed PC-1 forms prior to the 15th of December. It is during this period that District Councils must consult with local tehsils and union councils and propose schemes to be consolidated at the divisional level. Plans then go to the respective departments for review before being submitted to the P&D Department.

From the third week of December to mid-February, formal and informal interdepartmental meetings are held and the first edition of the ADP for the following year is finalized and printed. This edition becomes a working paper for the final round of ADP meetings in March. At this third stage, the P&D Department attempts to prepare two or three alternative plans with different estimates of resource availability so as to have options for consideration at the later stage of ADP preparation.

From the 15th of February to the 1st week of April, formal ADP meetings are held in the P&D Department with the concerned department and the Finance Department. From these meetings, a "hard core" ADP for the following year is prepared. After the approval of the Cabinet, this hard-core ADP is conveyed to all departments/implementing agencies by about the 7th of April. The object is to give the departments/implementing agencies an opportunity to refine these plans for implementation.

At the fifth stage (from 2nd week of April to the end of June), the ADP is given final shape. Several meetings are held with the federal government. Towards the end of May, the federal government usually indicates the final selection of projects and their funding allocations. Based on this indication, the final ADP (i.e., "hard-core" ADP + X) is submitted to the Assembly/Cabinet in June and, with the Governor's authentication at the end of the month, is ready to be implemented by the beginning of the next fiscal year, July 1.

Development plans and projects of the Education Department as with those of other departments go through this process. The components of primary education in the ADP usually consist of: (1) establishment of new schools, (2) consolidation/expansion of existing schools, repair and maintenance, (3) reconstruction of buildings and existing schools, and (4) the establishment of primary classes in mosque schools.

The process of ADP formulation just described may be neat on paper, but in practice, it has been found to be most dilatory and time-consuming. It is increasingly becoming a cumbersome and long drawn-out process because of procedural bottlenecks. This is exacerbated by mounting dependence of the provinces on the federal government, whose priorities may not match local needs. Interviews with planning and development officials revealed that ADPs are often poorly developed and there is usually a wide range of inconsistencies between provincial priorities and cost estimates and national priorities and development funds available. This necessitates referrals to and fro, resulting in long delays. It should be noted that approval of the "hard-core" ADP by the Cabinet does not, ipso facto, mean approval of federal funding. The ADP is still subject to final federal consideration of priorities which are not due until late May. Unapproved projects may be considered again the following year at the discretion of the provincial governments.

Other criticisms can be made of the process. While in theory, there is supposed to be strong local participation involving district education officers and assistant education officers, at the tehsil levels such participation in many instances is really not that effective. Interviews with District Education Officers and their subordinates revealed that their laborious efforts in collecting data and preparing development schemes are often negated when priorities are set at higher levels. The weakness of the process in this regard is that the lower levels must operate within guidelines and priorities established by officials who frequently do not understand local needs. Decision makers should give more attention to recommendations from local levels. This, in turn, requires better, more realistic planning on the part of lower echelon officials.

A number of background problems gathered during the field visits also underscore certain weaknesses in the current planning and development process. These are as follows:

- Inadequate levels of skills and knowledge among the planning and administration staff at divisional, district, tehsil and institutional levels. Basic concepts of planning and management are not fully understood.
- Lack of skills and capacity to translate various education plans and policies into action.
- Lack of reliable processes for gathering and using basic educational data and statistics.
- Need to combine projects into long range integrated programs which combine local needs with national priorities.

2. Implementation of PC-1 Schemes

As a rule, all development schemes are prepared on PC-1 pro forma, and a District Development Committee can approve a development project provided in the ADP costing up to 0.7 million rupees. Divisional Development Committees can approve up to 1 million rupees. Projects involving more than one million to 5 million rupees fall under the approval authority of Departmental Development Working Parties. More than 5 to 30 million rupees must be approved by the Provincial Development Working Party. Projects involving more than 30 million rupees have to seek the approval of the Central Development Working Committee. These ceilings, which may vary slightly among provinces, also basically govern the preparation and development of provincial ADPs. Schemes above 30 million rupees, whether federal or provincial, require approval by the Economic Committee of the National Economic Council (ECNEC). In each of these development committees or working parties, a representative of the education sector is always a member. In corresponding levels, these are the District Education Officer, the Division Director of Education/the Director of Public Instruction, and the Secretary of Education, who also is a member of the Provincial Development Working Party.

The approval of a project must be followed by an issue of Administrative Approval (AA). In the case of education projects, the AA is issued usually by the Office of Planning and Development of the Education Department. On issue of the Administrative Approval, funds are released by the Finance Department. It is the responsibility of District Education Officers to get schemes implemented through this process and execute them according to established rules. Currently, in all the provinces, the release of funds for the construction of small primary schools is made to the Local Government and Rural Development Department (LGRD) which undertakes the actual construction work. This Department has the engineers who can oversee and approve construction. In the case of larger buildings, e.g., high schools, the release of funds is usually made to the provincial Communication and Works Department. The funds are channeled through the Division Commissiones.

The above process of implementing PC-1 projects has not been altogether smooth in actual practice. The task of seeking actual release of funds (according to District Education Officers interviewed) often goes through "red-tapism" and even when funds have been released, construction may not be able to start until some time later because the actual site for the school may not yet have been decided upon or the LGRD may still be busy with other construction works. In the latter case, since funds for construction are released directly to the LGRD, the District Officer is left virtually without control powers and often forced to bear with unnecessary delays in the construction of schools in his district. Normally, funds (other than grants-in-aid) lapse if unused at the end of the fiscal year and are thus lost by default. Because of the time lags and procedural bottlenecks in the implementation process, projects have the tendency to clog near the end of the fiscal year. Tensions rise and feverish attempts are made to get things done. Funds have been lost in this manner. Until recently, however, attempts have been made to avoid the lapsing of funds for primary school construction by placing the fund in a so-called Personal Ledger Account (PLA) which would enable construction to continue beyond the fiscal year.

3. Procurement Systems and Practices

Procurement of materials and purchase contracting procedures are generally governed by certain rules in all the provinces. Purchase committees exist to handle these matters and the Committee for Primary and Middle Schools (for example, in Punjab) usually consists of the Assistant Commissioner of the District/Tehsil, Chairman of the Tehsil or Markaz Council, Senior-most Headmaster of the Middle School at the Tehsil headquarters and the Assistant Education Officer. In the case of Punjab, two Supervisory Committees are added to the system, whose duties are to "keep an eye on education generally in their respective jurisdictions and also attend to complaints/workings of the Purchase Committees." The composition of the purchase committees actually varies from place to place but the inclusion of members from local bodies is a common feature.

The purchase procedures require calling of tenders in the newspapers when the amount exceeds an established ceiling (e.g., Rs 20,000 in Punjab). Below this, quotations may be obtained from reputable supply firms. Complete specifications/drawings have to be attached with tenders and usually a period of at least two weeks is allowed to the tenderers to submit their quotations. All purchase proposals based on winning bids are processed and finalized by the Purchasing Committee.

Procurement procedures described above are also subject to delays. It is not always easy to convene the members of the Purchasing Committee, particularly when the Chairman is the Assistant Commissioner of the District/ Tehsil because of the latter's preoccupation with other duties. The calling and processing of tenders can also be a cumbersome process particularly when complaints are lodged. Some respondents during the field visits stated that perhaps it would expedite matters if the education offices could have their own purchasing committees, chaired by education officials.

4. Duties and Functions of District Education Officers and Staff

Probably the most beleaguered staff in the entire management structure are the District Education Officers and the Assistant Education Officers or Sub-Division Education Officers and their respective professional staff. Interviews with a number of these officers (both male and female) in all provinces revealed that they are swamped with extraneous administrative and academic responsibilities, making it difficult, if not impossible, to cope with the duties and responsibilities entrusted to them. To perform really well, a District Education Officer has to be an all-around manager/administrator with wide knowledge and strong skills in educational planning and development, management and administration, budgetary and financial management, statistics and research, modern supervision and methods of teaching, public relations, social communication, diplomacy and negotiation. These qualifications should also be possessed by the deputies and assistants, though perhaps to a lesser degree. Few, of course, already possess all these skills. Further training and professional development of these officers should be conducted periodically to improv their performance.

A typical day of a District Education Officer while in the office consists of about an hour for signing and checking bills, another hour for supervision of work accomplished by the secretarial staff, an hour for discussion with Assistant District Education Officers on problems and pedagogical issues, an hour for attending telephone calls, two hours for attending to visitors and another hour for the dictation of letters and subsequent action needed to be taken as a result of correspondence received. During tour days, time is spent mostly in inspectorial activities rather than the supervision of teaching and helping to resolve pedagogical matters.

The day of an SDEO follows basically the above pattern, except that more time is spent on signing bills and attending to arrears and advances (for subalterns), listening to complaints, trying to keep track of the teacher fund, and attending meetings. In both cases, not much supervision geared to improving the quality of teaching in schools is being done. As already noted in previous discussions, administrative duties do not leave much time for school visitations keyed to the supervision of the teaching process and pupil learning.

The addition in the supervisory structure of Assistant SDEOs at the sub-tehsil and union council levels (uniquely in the case of NWFP) has been quite advantageous from all indications and results have been decidedly better than in those areas, or union councils without ASDEOs. More and relatively better quality inspection and school visits were seen in those areas under ASDEOs. Even in these areas however, the Supervisor-School ratio was still very high. An ASDEO in NWFP said he had 113 schools to supervise. The appointment of ASDEOs at sub-tehsil levels, in any case, has been most salutary and deserves replication. (See the Personnel Chapter in Part III for surveyed visits and performance.)

During the year, the work for those entrusted with supervision and inspection follows a general pattern. April to June is devoted mainly to school start-up activities and office work, plus school visits which might be necessary during

the period. From July to September, schools are not in session so activities are generally of a mixed nature. ADP budget and PC-1 preparation occupies much time. Teacher training programs are also scheduled during the period since children do not return to school until September.

The period from October to December is supposed to be utilized for making surprise visits to schools. However, preparation of ADPs and SNEs (Schedule of New Expenditures), collection of statistical data, as well as organization of sport tournaments are major activities, consequently school visits are seldom made. January to March is usually the period for the required Annual Inspection. DEOs visit high schools which almost always include primary and middle schools on the same campus. SDEOs visit primary and middle schools. During this last quarter of the school calendar, giving examinations and testing for promotion are supposed to be conducted by these officials in all the schools under their jurisdiction. From the field interviews, it was obvious that the annual inspection is probably the only type of supervision that DEOs and SDEOs (together with their subordinate staff) strive to conduct with some degree of strict adherence. The reason for this can be summed up by an effort statement that "even after 14 to 15 hours a day, the work never finishes."

In general, the dimensions of the provincial school system presents a formidable challenge to all field supervisors. The primary schools are typically small, scattered in far-flung areas of difficult access and often headed and staffed by persons with little knowledge of either schools or classroom management. Because of the large number of schools in a given area, a field officer is frequently assigned a heavy supervisory workload that is impossible to carry out. Lack of transport facilities is a veritable problem. In far-flung areas, accommodation facilities for female supervisors is an added constraint. The implications of these for administration and management are obvious and serious.

5. Status of Teachers

The role of teachers in the management process is, in the analogy of a service or business enterprise, that of those actually in charge of performing or delivering the services to the clientele. Thus, it is extremely important that teachers possess the knowledge and skills required. Unfortunately for the teaching profession in Pakistan, the social and cultural status of teachers is generally low. A respondent, when asked whether his son had a job or not, replied "No" -- and added that his son is "only a teacher in the university." A common remark is that when all other options for employment fail, then a boy may become a teacher.

The reasons for not wanting to become a primary teacher unless other options fail stem from a combination of factors, mainly low salary, generally poor and deplorable conditions of schools, and the lack of career opportunities for advancement in the profession. Teaching in a primary school is regarded as a dead end. The mean salary of a primary school teacher (who is classified as a BS-7 in the pay scale) is Rupees 540 a month. To this sum is added some allowances (e.g., housing, transportation) which increases the monthly pay to some Rupees 750. An increment of about Rupees 10 a month (Rupees 120 in a year) is added with correspondingly slight increases in allowances for every year of service. Currently, the mean salary of a teacher including allowances

is roughly equal or below that of waiters or unskilled workers in the labor market. Is it then without reason that a job-seeker would choose teaching as the last option? There are exceptions of course, but in general the teaching profession has potentially the least gravitational attraction in the labor market. No single factor than this lack of attraction to teaching could perhaps account for the large numbers of untrained teachers who have to be hired as a matter of necessity. The mean percentage relative to the number of untrained primary teachers in all provinces varies but it is roughly from 30-40 percent of the provincial teaching force. This gives an urgent dimension to the need for preservice and inservice programs for training and staff development programs.

A teacher has both teaching and recordkeeping responsibilities. He/she has to help the Headmaster in maintaining registers, which include General Admission and Withdrawal Register, Daily Attendance Register (both for pupils and teachers), Cashbook, Statistical Register, Acquittance Roll, Bills and Acquittance Roll of Scholarship Holders, Procurement Register, Log Book, Visitor's Book, Fee Register, Order Book, Examination Register, Registry of Transfer Certificates, Catalog of Library Books, Property Register and Correspondence Register. The maintenance and keeping of these registers alone constitutes a drudgery which might cause teachers to quit the profession and turn to other jobs. Thus, the great challenge to management improvement is how to motivate teachers and make the profession competitively attractive in the open labor market. Unless something is done to improve the status of teachers, classroom management and the quality of instruction can not be expected to improve. In the final analysis, it is probably at the level of the teacher's enthusiasm and commitment that the battle for primary education will be won or lost!

In both his teaching and recordkeeping duties, the teacher is practically the ward of the ADEO or SDEO and/or their assistants in the tehsil where he is posted. Inspection reports on the school include remarks on teacher attendance, performance, attitudes and behavior. These are compiled yearly in a so-called Annual Confidential Report (ACR). The power and authority to punish or discipline teachers are usually lodged with the SDEO or ADEO, with appelate authority given to the DEO. Frequently, however, political patronage interferes in the processing of disciplinary and punishment cases.

6. Primary Testing Systems

Under the current examination system (allowing for minor variations), the pupils at every stage in the educational ladder are required to be examined by the authorities appointed for that purpose. School children at primary stage (Classes I-V) should be examined annually, usually by the SDEO or ADEO or their assistants towards the end of the school year (January - March). Two types of examinations, developed by DEOs or SDEOs, are usually conducted in each district: promotional and public scholarship (merit). The examination at the end of Class V determines whether or not the child goes to the starting class (Class VI) of the middle school or first grade of the secondary level (Class IX).

Performance in the annual promotional examination classifies the students into 3 divisions: students who score 60 out of, say, 100 items in the test are listed in the First Division; the Second Division is for those who score 44 to 49. The passing grade is 30 and all who score from 30 to 44 constitute the Third Division. Those belonging to the First Division are given a chance to sit on the Public Scholarship Examination (merit) which could mean a scholarship award for the successful examinees.

On successful completion of 5 years primary schooling, the children are awarded learning certificates for admission to Class VI. The examinations at the middle (Classes VI-VIII) and secondary stages are conducted by the heads of institutions or, in other jurisdictions, by the SDEO for the middle school and by the DEO for the high schools. In the case studies, only about 80% take the exams and about 90% of these pass (Part III).

The effectiveness of the Primary Testing System just described is difficult to assess. Some interviewees thought that it is a sound and effective one. Others had no opinions, saying merely that it is prescribed by the higher levels and therefore, "it ought to be alright." The fact, however, is that due to the heavy duties of the DEOs and SDEOs, the examinations particularly for Classes I-IV are conducted only pro forma by delegation to subordinates or other teachers. However, for the annual examination for Class V, the SDEOs usually try to make it a point to be present. The examination is inadequate as a measure of learning after five years of schooling is evident. Only three correct answers in any subject is sufficient to "pass."

The conclusion to be derived from the field observations is that the primary testing system needs to be reviewed and improved, in favor of a series of periodic tests to be administered by the teacher, who in the final analysis, should know the pupils and curriculum better than anyone else.

7. Sociological and Cultural Factors

Field observations found that the management of primary education in Pakistan is strongly conditioned, albeit in varying degrees, by prevailing social and cultural characteristics, as well as religious, economic and political factors. This is true particularly in the rural areas where currently the bulk of primary education is being carried out and where self-imposed isolation, natural barriers and ethnolinguistic differences have engendered localism and kept age-old traditions, customs and beliefs against the onslaught of modern times.

Pakistani heritage and values derive from deep-seated social and religious beliefs. Society is in the main religious, paternalistic and philanthropic. The nation's culture is an interesting mosaic of folkways, customs, beliefs and traditions, as well as behavioral patterns and outlook heavily steeped in Islam. The family represents a basic and important unit inside the social structure and both immediate family and kin play a pervasive role in daily life. Social relations follow defined lines of authority, in a hierarchical framework in which elder members exercise authority over younger ones and men are expected to guide and protect women.

Sex role learning starts early with the male sometimes being given preferential treatment over female children who become involved early with domestic tasks. As both male and female grow, the former tend to increase their association with the male world outside the house, while the latter become more involved with household chores. As the girls grow older, their experience, social contacts and freedom to move about become progressively restricted. As they approach puberty, restrictions increase on where they may go and with whom they may associate. The practice of women wearing a veil (purdah), so as not to be looked upon by men, is still very much in vogue in many areas of the country. Many of the inhibitions and restraints related to school attendance by females and the availability of female teachers for primary education in the country could be traced to this manner of rearing and upbringing.

The organization of village life is characterized in general by lifelong involvements, overlapping role relationships and deeply-rooted sentiments which engender inward orientation to tradition and simple living in which keeping children in the home to help parents earn a living is regarded as more remunerative and better for their development than sending them to school. Thus, economic reasons combine with socio-cultural and religious factors to explain why primary schools in villages may have low enrollment, high dropout and repetition rates, particularly in respect to female education. Although in general, the restraints in relation to sending girls to school are fading, some communities continue to have traditional inhibitions that still need to be understood and dealt with at the local level. One of the tasks of management is to engage in micro studies of villages geared to identifying further sources of conservative outlook with a view to removing remaining obstacles and restraints posed by socio-cultural mores. Such studies should include assessment of attitudes, behavioral traits, values, patterns of leadership, local resources, availability of schools within walking distance, constraints regarding acceptability of female teachers and coeducation in Classes I-V and so on. These studies would enable District Education Officers and all those engaged in the task of administering primary education at the grassroots level to make education more manageable and suitable to local characteristics and needs. (In the sample case study community leaders and parents were more open to girls education than the literature, or this description, suggests. See Part III.)

8. Community Participation

Within recent years, teacher relationships within the community or village have been characterized by relative social distance. Teachers have been observed to be responsible only to their superiors in the heirarchy. On the other hand, villagers have tended to classify the teacher as a "village servant" accountable to the village. Teacher-student relations are largely confined to school hours. The literature describes teachers as being "authoritarian, with strong heirarchical attitudes, known to inflict corporal punishment and to threaten students for failure to conform during the school day." Field visits and the case studies (Part III) found little evidence for most of these. The communities are gradually becoming an active component in the conduct of primary education. Documentary reviews found that inspection reports of SDEOs and ASDEOs frequently include meetings with community leaders and/or some parents.

Cases of community donations of land, time and effort in the construction of schools have been reported frequently. A visit to a female school donated by a villager in Hyderabad provided much evidence of a growing partnership between school and village. Other cases of active community participation were observed in Punjab Province where educational bodies described at length how a school was built on self-help basis through the efforts of an illiterate laborer. A small village on the outskirts of Islamabad was also instrumental in establishing a mohallah school for about 25 young girls, a sewing and stitching class for women, and an adult literacy class.

Two projects have especially helped to promote community involvement and self help schemes and have been relatively successful despite some problems. These projects are the Primary Education Project (PEP) and the Rural Education and Development Project (READ) launched under the auspices of the Primary and Non-Formal Education Wing of the federal Ministry of Education. The projects are discussed in chapters on Primary Education and Non-Formal Education.

A program that is helping to stimulate community interest and involvement in the construction of schools for primary education is currently being launched by the Local Government and Rural Development Department (LGRD) in Punjab Province. In this case, the Department has a matching fund program, in which communities or villages unable to build self-help schools for lack of adequate resources can be assisted with matching grants provided they can contribute funds, land, labor or materials toward the construction of the school. The program gives priority to those villages with the largest resources to offer so that, in effect, there is a process of bidding for the Department's matching grant. The program is stimulating interest and excitement and matching grant-in-aid schools are starting to dot the country side. It was understood from interviews with the Local Government and Rural Development in Baluchistan that a similar program is also being launched in that province.

Another program (also by the LGRD in the Punjab) is Small Village Schemes which aim at executing small schemes for rural change at the village level. Union councils are the planning and executing agencies for such schemes; the community is required to contribute at least 30% of the cost on self-help basis in the form of cash, labor, materials (land must be furnished).

The task of enlisting community participation primarily for education must fall heavily, however, on the Headmaster/Headmistress and teachers of individual schools since they constitute the day-to-day contacts with the village. It was observed and reported that in general the level of community involvement in a locale depends very much on the personalities of Headmasters/Headmistresses. The more sociable and active they are, the higher the level of participation in school activities becomes. By all standards, the level of community involvement in primary education throughout Pakistan generally still appears to be low.

An important task for management is to launch a nationwide program heavily steeped in the principles of self-help geared to mobilizing local participation and resources and convincing parents on the need to send their children to school. To attract attention, the program should use all means of mass communication under some banner or slogan. For example, "Parents as Partners in Child Education and Nation-Building" or the like would be useful. In this effort, provinces should take the lead and be responsible for the campaign in their respective jurisdictions.

9. Transport Facilities

The lack of adequate transport facilities, particularly for the supervisory personnel of primary education, in all the provinces is a critical management problem. There appear to be enough vehicles for official use at the provincial level of management (although not enough in the opinion of several respondents). However, there is a need for staff vehicles at the division, district and tehsil levels and below where the shortage becomes severe. This is true particularly in those districts and tehsils not covered by international assistance projects, such as PEP which has furnished vans, motorcycles and bicycles to hundreds of learning coordinators and project officials.

One of the unintended by-products of the PEP program in this regard is that it has created an imbalance in which the districts not covered by the project are feeling bereft of the preferential treatment and conveniences provided participating districts. The problem of vehicle use and maintenance at all levels still needs internal review by those concerned with administration.

10. Management Information Systems

So far, only the NWFP has developed a Management Information System, thanks to assistance from UNDP. The system is the responsibility of the Management Unit for Study and Training (MUST) which operates within the structure of the provincial Department of Education. The field visit to MUST found that at that time the MIS so far installed is functioning according to expectations for secondary schools. Information collected and procedures used at the primary school level still need further development in order to serve administrators and planners well with pertinent information collected on a regular and timely basis.

There is no Management Information System for Education in Sind as yet. Previous efforts to develop one have been abortive. A revised scheme is the subject of a PC-1 based on the recommendation of UNESCO consultants and the National Academy of Educational Planning and Management. The scheme is in the process of nearing implementation at a cost of Rupees 5.356 million. As planned, the system will be located in Karachi while the decentralized offices would be set up at regional headquarters in Karachi, Hyderabad and Sukkur. The project, envisaged to be under the administrative control and supervision of the Planning and Monitory Cell component of the Planning and Development Wing of the Education Department, is expected to be completed by 1988. The Punjab is planning a system with decentralization to the district level, feeding into the Bureau of Statistics.

Overall, the results of the study as presented in the foregoing pages indicate that there are a number of organizational and management areas in relation to primary education which need to be addressed, either because of apparent neglect in the past or due to the mounting problems inherent in societal growth and development. The next section concludes the study with a designation of these areas, dove-tailed by suggestions and recommendations to improve the management of primary education in the country.

C. CONCLUSIONS AND RECOMMENDATIONS

The body of information assembled in this study through review of documents and field interviews relative to the organization and management of primary education in Pakistan converge on the conclusion that the existing administrative machinery is basically sound. It appears to be capable of mounting, managing and implementing the expanded primary educational programs being projected in the country's development plans, subject of course to the availability of funds. Some "tightening of nuts and bolts" and a little redesigning of some elements in the organizational structure would be necessary, however. The areas which need to be specifically addressed can be categorized into organizational structure, management of physical resources (school construction, facilities), management of human resources (staffing personnel), efficiency management (processes and procedures), collection and processing of information, management of special projects, and community involvement and public relations. Below are suggestions and a presentation of recommendations under each category.

1. Organizational Structure

- For long-term growth and development, the federal Ministry of Education should aim at locating all of its Wings in one large modern complex provided with the necessary amenities and facilities to support effective administration/management. This would enhance horizontal communication, easy access and coordination among the offices.

- Functionally the federal Ministry of Education, as the overall guardian of education in the country, should increase its role as a facilitator. It should build an adequate roster of expertise and trainers available for consultation and support. It should increase its ability to analyze and evaluate programs and institutions. It should increase its capacity for research and dissemination of educational information.

- The enormous dimensions of primary education, and the mounting problems confronting management in the field make it necessary that all the provinces and the federal area establish a separate Directorate of Primary Education. This will help ensure that the requirements and problems of primary education can be addressed more efficiently. It will also give long overdue recognition and prominence to a segment in the educational system which had been somewhat neglected in the past. The proposed Directorate should, in coordination with the Directorate of Education (Schools) in appropriate cases, have corresponding line offices down to the local levels of development.

- The Ministry of Education, in its July 15 letter to the Mission, stated: The report has suggested a separate directorate for primary education. The number of primary schools is large, for instance, Punjab has 35,000 schools. The establishment of a directorate would have only a marginal effect. The real solution is regional decentralization. It should be handled at the district and sub-divisional level. There seems to be no need to have a provincial cadre of primary schools. The assessment team

lauds the decentralization proposal and strongly recommends that it be implemented. Education personnel in the field are also in favor of decentralization. They strongly recommended, however, that a separate directorate for primary education is needed to relieve the present impossible workload and give primary more immediate attention. These are two useful alternative proposals and both merit consideration.

- With the mushrooming of private schools, it would be advisable to form a Bureau of Private Schools in each of the provincial education departments. At this stage, a useful strategy would be to have the proposed Bureau lend a hand in encouraging the private sector to establish schools and relieve the government of some of the tremendous burden it faces in accommodating the increasing number of school-age students. Concurrently, of course, the Bureau of Private Schools would oversee and regulate school standards and fees and to ferret out fly-by-night operators and business speculators and encourage serious educational endeavors.

- The modern concept of supervision goes beyond the visit to the classroom. It includes the provision of a wide range of support services to the teacher in the form of circulars, instructional aids (e.g., films, slides, manipulations) lectures, demonstration lessons, workshops and a host of other activities related to pedagogy. To improve the institutional structure for supervision of primary education at the grassroots level, the "Center School" system (still in some parts of Punjab Province, NWFP, Baluchistan, and Sind) be developed and formally added to the management structure in all provinces. The older concept of "Center School" and the current Union Council Model School involve an arrangement whereby a centrally located school provides support services to a cluster of surrounding schools. The center serves as a forum for sharing problems, solutions, ideas, new knowledge of teaching techniques, and so forth. A formal institutionalization of the system should greatly improve the quality of improving teacher performance leading to a better quality of education. This would also fill the gap in the hierarchical structure between the schools and the tehsil level.

- To these adjustments in the organizational structure should be added support for, and strengthening of:

  - Teacher Training Institutions;
  - Allama Iqbal Open University;
  - Curriculum Wing;
  - Provincial Bureaus of Curriculum and Extension Centers; and
  - Academy of Educational Planning and Management.

The strengthening of these institutions would greatly enhance the capabilities of the administration/management machinery.

2. Physical Facilities

- The critical shortage of primary schools should mean that to the extent warranted by "marginal" populations and resources, new schools ought to be constructed. This should not, however, overshadow the wisdom of following a policy of retrenchment and consolidation rather than quantity expansion of a low quality system. Existing schools should be improved and provided with adequate size classrooms, teaching materials, necessary drinking water and toilet facilities, as well as furniture (in contrast to mats on bare floor) and other amenities to make them attractive to children and conducive to effective learning. There is no point in overextending resources to building new schools which will only perpetuate squalor and deplorable conditions. Shelterless schools with children sitting on the bare ground -- often under the blistering heat of the sun -- places a stigma on management and should be improved. Further, a maintenance program for existing schools must be launched.

- Ideally, a primary school building should be designed to have six rooms which could be constructed gradually over time as the need for a room to accommodate promotion or increased enrollment arises. One room should be for the headmaster.

- The offices of Education Officers from the division to the tehsil and sub-tehsil level should be refurbished with the necessary amenities that lend prestige and dignity and provide an efficient working environment. This would enhance respect for the officers concerned who are often socially regarded as inferior to their counterparts of the same civil service rank in other civil offices. Unless the physical plant and communication facilities for DEOs and SDEOs are improved, the image and prestige of the supervisors as monitors remain obscure. As they are useful and active actors in the education drama, their image and effectiveness must be improved.

- There is still a great need for transport facilities for supervisory personnel particularly in the far-flung areas and for accommodation facilities (e.g., hostels) for women supervisors. Travel arrangements and allowances (e.g., per diem) should be more generous to cover actual costs. These should be paid without undue delay..

3. Human Resources

- All key education officers should have formal inservice training in such areas as educational planning and development, budgeting and basic accounting, financial management, public relations and other areas of development administration. This could be covered in periodic or regular courses, seminars or workshop sessions which could be conducted by the Academy of Educational Planning and Management, the National Institute of Public Administration in Karachi, Allama Iqbal Open University, the Academy for Comprehensive Training, the universities in the provinces, or by the Curriculum Wing of the MOE and/or the provincial bureaus of

curriculum and extension centers as the case may be. Accordingly, institutional building should be complemented by capacity building in the form of establishing in each province an Institute of Educational Administration and Management which would undertake to offer and arrange regular and periodic training from the highest level of executive development to mid-management levels, for primary and other education levels.

- The heavy workload of DEOs and SDEOs requires that further appointment redeployment of staff needs to be made. The problem has to be reviewed on a case-to-case basis to see the needs for new staffing or redeployment.

- The modalities and management of supervision can be improved by upgrading and integrating learning coordinators into the supervisory system. This would provide a useful tier in the improvement of the learning process.

  The services of learning coordinators, exemplified in the PEP-PEDEP program, have been found to be useful in many cases, despite some criticism to the contrary. Supervision manuals for learning coordinators have yet, however, to be revised. (See Chapter V.)

- The current training programs for teachers (preservice and inservice) deserve support and should be enriched by followup seminars. Workshops on special topics should be held as deemed necessary. The quality of teachers is vital to the education system and qualifications should as a rule be raised. The whole educational structure is only as good as the deliverers of services to its clientele. The teachers form the most important link in the structure and the success or failure of the educational system rests on their shoulders.

- Raising the status of teachers professionally and socially needs to be addressed seriously. Their salaries are dismally low. Unrest is beginning to spread among them and it would be the better part of valor to engage them in constructive dialogue and analysis of their demands. Some options in the form of tradeoffs, such as more generous retirement allowances and pension, scholarships or free education for their children, and house loans may be useful. Improved status and quality of teachers would have transcending "spin-offs" into the management structure. Needless to add, efforts to attract rural female teachers through special salary bonuses and assistance in receiving inservice training, for example, should be made. Further, an institutional career framework for primary teachers, whereby they may have the opportunity to grow professionally and look forward to the betterment of their future, is desirable.

- Finally, it should be added that the bedrock of any effective system is its human resources. No management system can be expected to work and succeed without competent and trained, adequately paid, well motivated personnel.

4. Management Efficiency

- An effective materials distribution system should be developed if schools are to reach optimum efficiency. The timely arrival of needed materials and equipment is essential. Training in the use of such materials is necessary.

- There is a need for dissemination of the research and experimental documents completed by the Academy for Educational Planning and Management and other research centess. This would assist in the upgrading of knowledge on the part of decision makers -- especially in the lower echelons of supervision and administration.

- There is also a need to provide special supervisory services to mosque schools to assure their successful inclusion in the mainstream and to assure an equal chance of success for mosque school students joining the regular classes at the 4th grade.

- The construction and maintenance work on schools is a responsibility currently shared with Local Government and Rural Development Department. In most cases, this arrangement has proven beneficial. In others, however, minor repairs would have to wait for a considerable time before being scheduled and corrected. It would be useful if such minor works (in appropriate cases) could be directly handled by District Education Offices through local contractors and the budget for this be provided by the Education Department. The provincial Department of Education in Sind has developed an Engineering division which is increasingly taking over the responsibilities in the construction of small schools. Other provinces may wish to explore the advantages of the Sind initiative.

- The processes governing the preparation of ADPs and implementation of PC-1s have been found to be repetitious and cumbersome. They deserve to be reviewed, streamlined and improved to avoid unnecessary waste of time and energy. The materials procurement procedures also need to be reviewed.

- Over the long term, the primary testing system definitely needs to be overhauled in favor of continual evaluation and periodic student progress reports prepared by teachers. Annual examinations prepared and conducted by DEOs and SDEOs might not be more meaningful and accurate than a teacher's continuous rating. The district-wide test materials also need improvement. To this task, the center or model school system suggested elsewhere should be a convenient forum for developing local test materials.

5. Collection and Processing of Information

- The Management Information System developed in NWFP and the current efforts of Sind Province deserve support. The Academy of Educational Planning and Management should work closely with them in these efforts. An MIS for Baluchistan and the Punjab is also a necessity.

6. Management of Special Projects

- The PEDEP project under World Bank sponsorship has been a relatively successful enterprise, although problems still exist here and there. With more fine tuning, the PEP/PEDEP programs should be a great boon to the management of primary education in the country.

- The Special Priority Program, otherwise known as the Mosque Schools Project in Sind, deserves attention and support. More mosque schools should be established where they are acceptable as coeducational institutions, and when Mosques offer suitable classroom space.

7. Community Involvement and Public Relations

- It is important to provide the ambience for active participation of the village or community and assign local leaders or representatives participatory roles to play in the spirit of self-help and community development. SDEOs and ASDEOs, headmasters/headmistresses and teachers, should actively interact social with the community to enlist greater participation of parents in the education of their children. SDEOs and ASDEOs should act as institutional conduits by monitoring the perceptions of local leaders and the community at large about significant educational policy and by feeding these perceptions back to the higher echelons of administration.

- This suggestion for generating more active involvement means that micro-rural area or village studies should be pursued on a continuous basis. This should be a regular task for research technical staff both in the federal and local structures. Many have been done by the universities but they appear to be shelved rather than disseminated.

- An effective public relations program and educational campaign should be initiated to inform the public of the importance of primary education and of parents sending their children to school. The campaign can be integrated with other rural development programs using mass media and other "advertising techniques."

- Local government system mechanisms, e.g., local committees, should assist but not "interfere" in the management of primary education. Healthy and cordial relations with local government officials have been found to be most useful. They could help in creating an integrated approach to community involvement and participation.

One final significant comment should be made. A basic question in regard to the task of management is whether the overall and main objective or desired outcome should also involve harnessing the potential of the local areas to develop themselves and be less dependent on central technocracy. If service delivery is the central objective, the question is whether the kind of involvement or participation envisaged for the local areas will make the service delivery more effective. But if, in fact, reducing the dependency of the local areas is also regarded as primordial, then increasing, rather than merely supporting, the effective participation of the local areas should be a main concern.

Ideally, management should aim at both outcomes: (1) increasing the effectiveness of the educational service delivery system; and (2) reducing the dependency of the local areas. Over time, the two perspectives should be made to converge. The rationale for aiming at this convergence is that services generally do not get to the local areas on a reliable basis unless there are broadly based initiatives and controls at the local level. On the other hand, local independence and control is likely to be powerless or ineffective unless provided with resources and technology from central technocracy.

Let it be said that the results of education are sometimes intangible and often long term. However and whenever accomplished, the anticipated results of many educational efforts must be viewed with a good bit of faith. More should not be expected of the results than management, its resources and the environment can reasonably be capable of delivering.

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CHAPTER V.

THE FORMAL PRIMARY EDUCATION SYSTEM

The primary school is the foundation of the school system. It imparts the knowledge and skills for children to progress to the next cycle or to select out for participation in the work place of the community. Primary school education is at the crossroads in this nation, having problems attracting school age students to school and keeping them once they are enrolled. To that end, the assessment sought to identify the strengths and weaknesses of the system relative to structure, school programs, instructional materials, teaching staff, delivery systems, pupil evaluation, supervision and support services to the educational program.

A. THE STRUCTURE OF PRIMARY EDUCATION

At present, primary education is comprised of preschool in some places; Grades I-V* consisting of Stage I for children from age 5-7; and stage II from 8-9 years old. A separate stage is the middle school, providing Grades VI-VIII for school age children from 10-12. These are followed by secondary (high school) for Grades IX-X for 13-14 year olds. The intermediate stage of Grades XI and XII for students 15+ and 16+ follows, which is equated as junior college or early higher education level studies. An additional two years, Grades XIII and XIV, lead to a Baccalaureate degree for those who successfully complete the program. The Masters level is listed as Classes XV and above.

The private sector operates schools at the pre and primary levels as well as middle and secondary education. There is no government control over these schools. They are asked to register their schools with the Ministry of Education but no enforcement policy has been established. (See Annex V.1 for more on private school education, and the descriptions of the various systems in Chapter I.)

The splitting up of the former I-V primary school pattern into two stages is proposed as a result of the inclusion of the mosque school scheme into the mainstream which, because of its limited capacity, could only provide for Grades I-III. The second stage, comprising Grades IV-V has been redesigned in order to allow mosque school students as well as students from other incomplete primary programs, a smooth transition to further primary education. The main thrust of the elementary cycle is to provide the basic foundations of language learning, writing and numeracy skills. Grades IV and V pick up at the student's growth and development level attained in mosque and regular schools, and assist them to move on toward a more complex academic program of studies.

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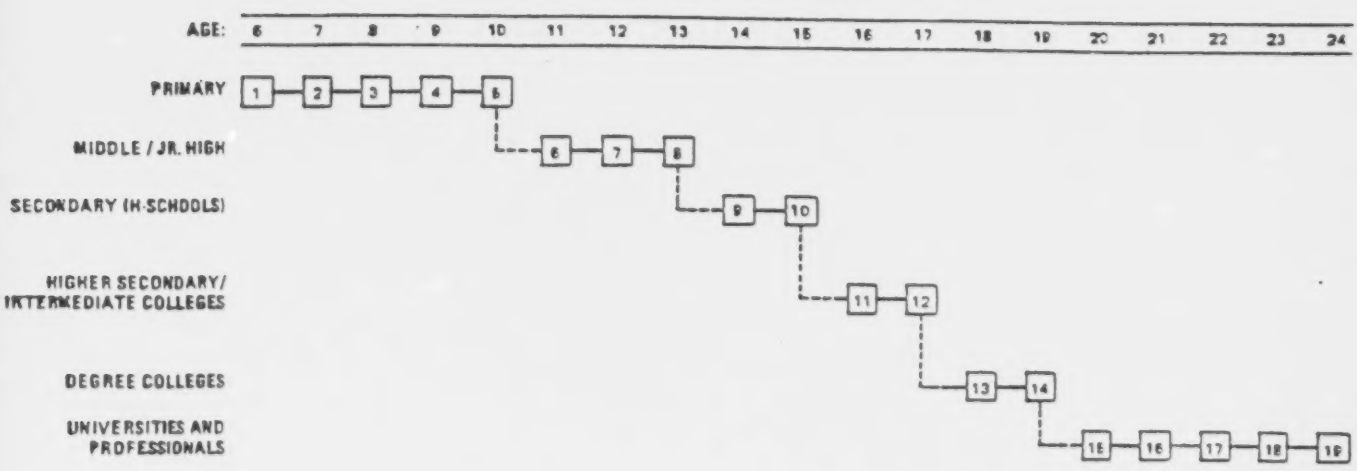
*Under the Ministry of Education's Action Plan for Educational Development for the Sixth Plan, 1983-88, a proposal to introduce elementary education (Grades I-III) as distinct from existing primary education was made. This lower stage elementary education has been defined as developing in children the ability to read, write, and do simple arithmetic.

THE EDUCATIONAL STRUCTURE OF PAKISTAN



Source: Ministry of Education

Since provincial schools enroll about 84% of the nation's children, this examination will concentrate on them. In most ways, the other systems are similar but operate with more resources.

1. Organization of Primary Education

The majority of primary schools is separate for males and females (see Annex V.2 for more on women's education) but mixed (coeducational) schools are increasing. The school staffing pattern follows the same scheme. One-teacher schools are common in the rural areas and present a difficult teaching situation for the teacher who must teach students with a wide range of abilities stretching over five grades. The two-teacher schools present the same problem to a lesser degree, with multi-grade teaching particularly difficult if enrollment is high.

The Government is making a tremendous effort to provide widespread primary education utilizing a network of resources revitalized for use in meeting the urgent need. The Primary Education Project (PEDEP) schools have been a special feature of educational expansion with a built-in series of inputs to assure the improvement of the learning and retention rates of children. Mosque schools are dotting the primary education landscape and propose to fulfill the dreams which educators have held for a long time, that is, a school in every village. Mohallah schools are breaking into the scene and although they have flourished somewhat in urban areas, they have been more difficult in rural areas and they should be opened here because this is where the need is most crucial. The new drop in schools afford school leavers a second opportunity to complete primary schooling in late afternoons. This is only a beginning; more innovative ways of delivering primary education will emerge as the Sixth Plan goals are achieved and the system expands to meet the school-age backlog which increasingly challenges the system's capacity to keep pace. A look at the operation of this primary education scenario will be made with an eye for those glimmers of hope which will transform primary education into a vital force to save the young citizens of this nation from illiteracy.

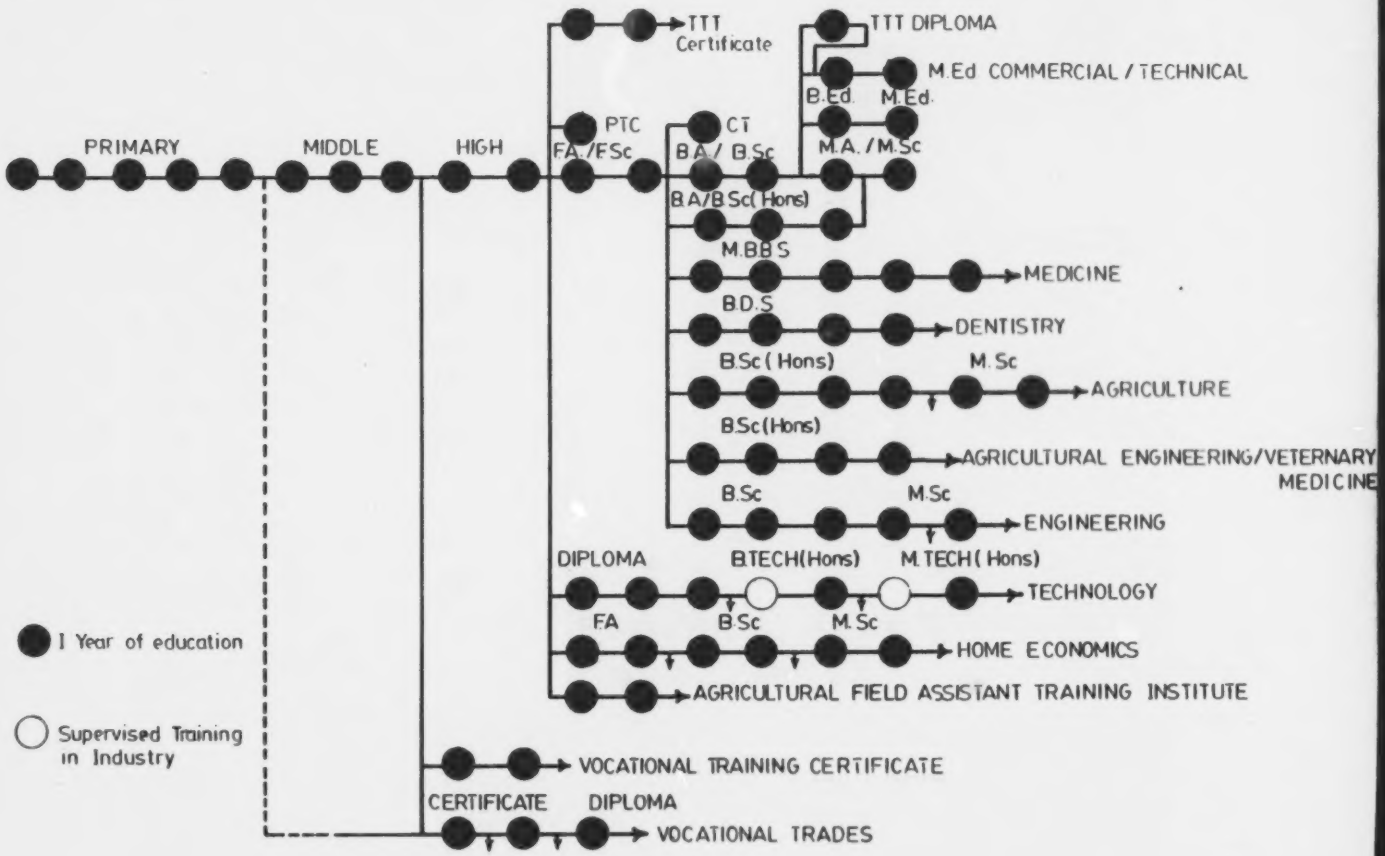
2. Preschool Education

The provision of some form of day care, nursery or kindergarten education to free female children and mothers from the responsibility of child care during large portions of the day. It provides these young children a head start in the acquisition of experiences to bring to the learning process of the early grades. For children who do not speak Urdu, preschool education is even more important.

No official policy provisions for the promotion of pre-primary education exist in Pakistan nor is there even an established office within the Primary and Non-Formal Wing of the Ministry of Education dealing with it. Whereas Pakistan is not in a position at the present time, pre-primary education should not be ignored. Some imaginative schemes to accommodate the large numbers of pre-primary (katchi) students who are already in the schools should be developed. These children often spend their time simply observing and chanting the Holy Quran due to the lack of established programs when they could be actively engaged in readiness programs. As it is, they are a tremendous burden on the already overworked first grade teachers.

STRUCTURE OF THE EDUCATIONAL SYSTEM (FORMAL ONLY)

Grade	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII	XIV	XV	XVI
Age	5/6	6/7	7/8	8/9	9/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21



Some schools are already experimenting with ways of incorporating the preschool child into the system through group and peer group teaching strategies. However, this should not be left to chance and deliberate plans should be elaborated to focus in on this target group with effective programs.

3. Aims of Primary Education

The aims of primary education, as set forth in the Educational Policy Statements 1978-79, are as follows:

a. To provide such education as will develop all aspects of a child's personality, moral, physical and mental.

b. To equip a child according to his abilities and aptitudes with the basic knowledge and skills which he will require as a citizen and which will permit him to pursue further education.

c. To awaken in a child a sense of citizenship and civic responsibility as well as a feeling of love for his country and ideology of Pakistan and a willingness to contribute to its development.

d. To lay a foundation for the acquisition of desirable attitudes in a child.

e. To awaken in a child a liking for physical activity and sports.

Additionally, religious education is included for primary just as it is for all other grades.

B. THE PRIMARY SCHOOL CURRICULUM

With the emergence of Pakistan as a nation in 1947, an immediate need was felt to establish school curricula which would produce manpower to move this young nation toward modernization and a place among other nations in the world. It also sought the inculcation of loyalty and respect for the new nation among its citizenry.

The Report of the National Education Commission in 1959 made an analysis of the status of the curriculum and offered suggestions for revision. This was followed by the appointment of a curriculum committee by the Ministry and charged with reforming curriculum. This was during a period when curriculum development and ongoing revision was not considered as a specialized and artful task. It was the creation of the National Bureau of Curriculum and Textbooks which introduced the concept of curriculum as a scientific and highly specialized function. Through further action by the Bureau, specialized resources were provided to meet these challenges.

The National Bureau of Curriculum and Textbooks was placed under the Curriculum Wing of the Ministry of Education. The special functions of this entity are to:

a. Regulate the content of the curricula in all schools.

b. Maintain quality and content control of textbooks in keeping with established ideology of Pakistan.

c. Provide the needed coordination for curriculum development between the Ministry of Education and Provinces.

The enactment of the law of 1976 provided the National Bureau of Curricula and Textbooks with supervisory powers over Provincial Bureaus of Curricula and Provincial Textbook Boards (see Annex V.3 for the functions of the Curriculum Wing as well as the staffing pattern).

1. Development and Revision Procedures

The Curriculum Wing provides for ongoing curriculum formulation and revision by inviting their provincial counterparts to joint meetings on matters of curriculum. The provision of broad general guidelines is the responsibility of the federal Curriculum Wing. In turn, the provinces have appointed committees to deal with curriculum matters. These committees are composed of curriculum and educational specialists. Curriculum schemes formulated are forwarded on to the Curriculum Wing by the provincial Curriculum Centers, which in turn are sent on to the National Review Committee. This committee's membership consists of specialists in each of the subject areas of the curriculum. Once the Review Committee has passed judgment on the schemes, they are sent up to the Education Secretary.

In a sense, the provincial Curriculum Bureaus are actually an extension of the federal Curriculum Wing. It is in the provincial bureaus where innovations are usually derived, formulated and sent forward for refinement, revision and ultimate approval. Provincial bureaus are also charged with the implementation and follow up of curriculum schemes.

The Joint Educational Adviser of the Curriculum Wing feels that the work of the federal Curriculum Wing is to facilitate planning, formulation, implementation and follow-up of curriculum. The Curriculum Education Adviser feels that channels are already established through the provincial Curriculum and Education Extension Centers for effective participation by supervisors, headmasters, teachers and even parents from Provincial down to Union Council levels. The curriculum personnel feel that there is a continuous flow of communications between the two entities and that the federal curriculum office is concerned with formulating the broad guidelines of the curriculum, leaving the more specific task of filling in the details and the development of materials to the provincial curriculum bureaus and textbook boards. The federal Curriculum Wing does a great deal of micro testing of prototype materials. Whenever a curriculum scheme is under consideration, it is sent to the provincial curriculum bureau for micro testing in a remote village with local teachers and pupils. This is done several times and when revisions are made, based on feedback, and after a final check is made again by the Curriculum Wing, it is given over to the provincial bureaus for use as they wish.

Curriculum guides were mass produced and distributed but no provisions were made for replacement. Therefore, it is not surprising that recent teachers into the system would not have seen curriculum guides nor use the textbook (which they also may not have) as the core of content in their teaching strategies.

The federal Curriculum Wing is aware of the problem and intends to increase the efficiency of the curriculum management system and to distribute the new, simplified curriculum guides. The simplified guide for the first three years of primary schooling will provide the needed flexibility for teachers to concentrate on language acquisition, reading, writing and basic numeracy content. Teachers may, if they wish, introduce social studies and science concepts as an integral part of this simplified curriculum. A simplified curriculum for Grades IV and V has been completed and is ready for distribution. It will suggest a return to the teaching of the required subjects of language, mathematics, science, social studies in the fourth grade and beyond, but at a much reduced conceptual level than proposed in the past.

2. Scope and Sequence

The primary school curriculum is a timely issue and teachers, supervisors and provincial officials all have their views on what should be done. Some feel that in view of the great losses of children in the early grades, that expectations for completing the 5 year cycle by everyone should be lowered. It is felt that if a large majority attend the first three grades, and if the content and skills presented in these grades are of a high quality, some measure of literacy would be achieved. Others would suggest an incentive oriented curriculum for females so that income may be generated at the same time that academic studies are pursued.

To some educators, the language issue is of serious concern. In the Province of Baluchistan there is pressure to teach Baluchi in the primary school and some already do. In provinces where two languages are taught, large periods of time are consumed at the expense of other subjects.

With the new institutions entering the mainstream of primary education, mosque, mohallah, PEDEP and drop in schools, and the high rate of wastage, the present curricular programs will have to be reviewed and revised in light of changing conditions. (See Annex V.4 for additional information on PEDEP, mosque, mohallah, and drop in schools.)

The curriculum subjects include: local language (with the exception of the Punjab), social studies, basic science, health and physical education, Islamayat, arts and first foreign language. The time devoted weekly to each subject area is 8 hours for language arts, 4 hours for mathematics, science and Islamic studies and from 2-3 hours for social studies, health and physical education. There are no special teachers in the primary school for art and physical education and the extent that activities in these areas are included in the curriculum is purely by chance and dependent upon the whim and energy of the classroom teacher. The curriculum emphasizes studies on Islamayat and Pakistan ideology.

The curriculum at the middle school level has three subjects added to those in the primary curriculum. Arabic, agro-technology and the English language, which is compulsory, are the additional areas. In the sixth grade of middle school, 4 hours weekly are devoted to learning the first language, 2.6 hours for the second language, 4 for English, which is compulsory, 4 for mathematics, 3.3 for science, 2 for social studies, 2 for health and physical education, 2.6

for Islamayat, 1.33 for art and 4 hours for agro- technical studies. In the seventh grade, the weekly instructional time is identical for the two languages (and English), 3.33 for mathematics, 2.66 for social studies, identical as in Grade VI for health and physical education, Islamiyat and the arts, and 5.33 in agro-technical studies. In the eighth grade, the time for languages remains the same, 2.6 for mathematics, 2 for science, 2 for social studies, 2 for health and physical education, 2.6 for Islamiyat, 1.33 for arts and an increase again to 6.66 for agro-technical studies. (See Annexes V.5 for the subject offerings of the primary school curriculum and the scope and sequence of each subject area.)

In its July 15, 1986, comments to the assessment team, the Ministry of Education clarified its plans for curriculum as: "We basically agree...(that the needs of some rural children are not being met and that there are too many subjects)...The curriculum of the first three years is being simplified. It would focus on language and arithmetic only. Other subjects would not be directly included. Examination and evaluation would be only for competence in language and arithmetic. At the middle school level, agro-technical curriculum has been revised. The emphasis has been shifted from a general orientation to skilled learning to the acquisition of skill in one trade only. This trade would now be the subject of examination." The assessment team commends the Ministry of these moves.

Textbook Boards in the provinces produce the textbooks to be used in the classroom in the various subjects prescribed by the curriculum. Each Board has a group of subject specialists who suggest the ordering of the scope and sequence of the content. In the case of the Textbook Board in the Province of Sind, the mass production of textbooks is done in their own printing facilities. Since Textbook Boards in the other provinces do not have this facility, they must cater to outside enterprises for these services. The task of providing these instructional materials for such enormous numbers of students and to keep them abreast of new knowledge is the job of these Boards.

3. Instruction

The methodology of teaching in the lower primary grades is essential for imparting the needed basic knowledge and skills for further study. Teaching in the primary schools, especially in the rural areas, is characterized by field personnel as rote learning and the memorization of facts to be regurgitated on internal school exams. Some of the more modern methods of teaching such as the Inquiry Method in social studies, the Process Method and Discovery in Science might be the intent of curriculum designers but lightly captured by textbook writers. It is felt by many of the field supervisors that instructional strategies have not been fully incorporated by textbook writers and therefore hopes for creative scientific attitudes and sensitive, critical thinking by young primary school graduates will not be forthcoming. The field professional educators see the lack of diverse and modern instructional practices as one of the critical problems facing primary education and among the main causes for the low performance of the system.

Perhaps the most difficult instructional challenges in the primary schools in Pakistan are the teaching of the local language and the national language

(Urdu), Arabic, and the introduction of English at the sixth grade level. The appropriate methodology to be used is the audiolingual approach. Language learning based on this approach would assume some grasp by students of the basic patterns of the language. Whereas the students might have become familiar with these basic patterns in at least two of the languages from daily use, they would be starting from the very beginning in English when it is introduced in Grade VI. Given the vast differences among Arabic, the national, local languages, and English, it is a difficult learning problem for students. This likewise demands a high proficiency level of the English language and a profound understanding and practical use of the audiolingual methodology for the teaching of any of the languages by the regular classroom teacher. As one educational leader aptly put it, "Pakistanis spend most of their lives learning the original, national, official, cultural and religious languages and this takes time and effort."

There is a general lack of teaching materials and visual aids in the primary school classrooms. Some 60,000 teaching kits have been distributed and it is not known to what extent they are actually being used by the teachers. Despite the very explicit teacher's guide on its use and workshops purported to be held by supervisors in training teachers how to use the kit, it is generally felt that its use is minimal because the teachers don't fully know how to utilize the kit in their teaching. One thing is sure, if classes are large and if a teacher is forced to use the lecture method because there is a mixed group of children from grades one to five, the use of visual aids to break the monotony of teacher talk would be an excellent teaching approach. It was generally opined by educational leaders met in the field that teachers are generally reluctant to produce their own materials and are content to use texts and to continue to be active talkers while students remain passive and attentive.

Drill and repetition is needed in the learning process and would be an essential ingredient in the dual language component of the elementary school curriculum. Needed are ways to make this part of teaching meaningful and of benefit to students. Drill and repetition with creative variation must be planned for by using simple experiments in science, games, rhymes, puzzles, stories, poems and other activities in language learning. It is felt by Punjab Provincial supervisors, for instance, that drill and repetition is made to be cumbersome, boring and unpleasant for primary school students and is a factor in discouraging students to continue in the system.

The instructional process in the primary school system is teacher oriented. The teacher is the possessor of the knowledge and through teacher talk, he/she imparts the content that teachers believe children should know. Little or no dialogue or interaction with students is encouraged and students are expected to regurgitate the same memorized factual knowledge on teacher made examinations. Textbooks are relied upon by the teacher to reinforce the knowledge base of the students.

The school week for Pakistan primary school children consists of five full and one half days. On full working days, instruction is imparted for 4 hours and 40 minutes divided into 7 periods. On half working days, 2 hours and 40 minutes of instruction are divided into 4 periods. In addition to instructional time, the school day includes a daily assembly, which lasts for 10 minutes, a recess period of 30 minutes and a ten-minute short break on full working days, and only one short ten-minute break on half days.

The official school calendar is 212 days but in practice, the number of days in actual session ranges in rural areas between 110-180. Schools in urban areas comply more rigidly to the official calendar than rural schools. A uniform school calendar from April 1, with a summer vacation of two and a half months during June-August, a winter break for two weeks at the end of December and a short spring holiday during April is observed. An exception is made for areas in the NWFP, where school is not in session during the cold months of the winter season. Baluchistan is an exception -- schools run from April through November.

4. Pupil Evaluation

In the primary schools of Pakistan, there are three main examinations in addition to monthly and weekly ones. There are two terminal examinations and an annual examination based on the academic year being divided into three terms. The aim of the annual exam is to ascertain the scholastic achievements of the pupils. Essay and objective exams are formulated, administered, and scored by the teacher. There is no established grading system but the pass percentage is 33% in each of the respective subjects.

As a consequence of results on the annual examination, the students are in a "pass" or "fail" category. Those who have passed move on to the next grade while those who fail repeat the same class. A maximum repeating rate of 10% is strongly recommended by the Ministry of Education.

The National Committee on Examinations proposed a number of changes in the examination system. These changes proposed a series of continuous evaluations by the teachers relative to the progress, attitudes, and problems faced by students. In actual practice, the teachers perform these tasks to some degree during the initial and middle stages of the school year. The Assistant Sub-Division Education Officers (ASDEOs) and District Education Officers (DEOs) or a headmaster of a middle school administer examinations they have made themselves to the students between January and March of the school year to ascertain the promotion or retention of primary school children.

5. Special Education

It is estimated that 740,000 children have severe disabilities and need special attention. Another 30,000 are likewise in need of special education due to some lesser disability. The four major disabilities are blindness, deafness, mental retardation and physical disability. The needs of such children are health education, social welfare, psychological and emotional support as well as financial aid.

These special cases need the support services of community based health centers before they enter the formal school program. Once in the school situation the program must be especially geared to the special education children's needs such as arts and crafts skills, social and academic training and a continuous program of child support training for the parents. The most important phase is the post school period and assistance in placing these students in the work world to provide them the opportunity to be useful to society. The Ministry of Health, Special Education, and Social Welfare has outlined a five year development plan for disabled children of age group 0-14. The plan calls for an expenditure of 835,225 million Rupees over a five year period, 1983/84 to

1987/88. The program envisages the expansion and revitalization of 129 existing schools and the construction of 183 new ones with the aim of reaching 56,000 disabled children by the end of the plan period. The present coverage is small, reaching but 5,000 children. Some others are educated by non-profit institutions.

The program will formulate and revise curricula, train special teachers for the various special education categories, and provide for adequate equipment to meet the requirements of established programs. The objectives of the program are as follows:

- To promote and pursue the special education and training of disabled children in the country.
- Focusing the program on assisting special education children in rural areas through the establishment of special schools/institutions at District Headquarters and nearby cities.
- Offering special attention to disabled female children.
- Provision by the federal government of the needed training for workers and teachers in the program.
- Provision of the capacity to conduct research and evaluation for the continuous study of needs and problems of disabled children.
- Experimentation of the development and production of equipment for use in the program.
- The development of employment placement services for these children and readiness points in their training.

The distribution of special education services and provision for opportunities for greater numbers is aimed at establishing one special school in each of these categories in every District Headquarters. At least 3,700 special schools will be established with an enrollment of 200 children per school (see Annex V.6, Part IV, for details of proposed plans).

Other categories of special education not covered by this comprehensive program and which cause real problems for teachers in the classroom are children with learning problems, emotionally disturbed children, children with hearing and speech problems and the gifted children. Teachers will have to contend with these problems on an individual basis. As the proposed special education network develops expertise, these institutions should provide inservice education in this special field to regular classroom teachers as well as materials for the identification of special education problems, such as reading charts and hearing devices. Teachers could begin to refer these cases at early stages for treatment as well as to plan and prepare lessons at different levels for the children with learning difficulties.

Every nation has a sizeable group of children who need special attention. Pakistan has given special attention to this problem, has conducted a needs assessment in this area and is moving forward with a solid program to meet the needs of these children.

6. Learning Kits

The Ministry of Education requested that the National Equipment Center develop a learning kit for use by primary school teachers. The Center accepted the challenge and proceeded with the assignment. A National Committee was formed to oversee and review the work of the Center. The first prototype was produced for review by a National Committee selected to scrutinize this development process. The first prototype consisted of 300 hundred items for use in Grades I-V. The subject areas to be served by the kit were science, mathematics, social studies, and languages. After appropriate feedback the original 300 item prototype was reduced to 103 items.

The final prototype for mass production was produced by the Center, but reproduction of the learning kit sets was done by outside contractors. The Center assisted by developing the dies (templates) and placing them on loan to the contractors.

Ten thousand kits were produced in the first round and were placed under testing and evaluation by the National Commission. Following this rigid inspection, 60,000 kits were purchased, stored, then packed for distribution to the schools. The distribution schedule was 150 kits per day to 29 districts in Punjab, 14 in Sind, 14 in Baluchistan, 11 in NWFP, and 4 in Azad Jammu Kashmir.* Schools were allotted Rs 50 for item replacement costs.

The learning kits have been distributed and an evaluation of teacher use is under way. There are mixed feelings about the kit. Some supervisors who don't have a particular interest in the use of this kit for teachers say that it is worthless. A teacher who is science oriented would say that the kit is indispensable for effective teaching.

The Center has produced a learning kit prototype for the middle school and it is presently in the testing stage. The Center is also providing more sophisticated items such as overhead projectors and student microscopes.

7. Health Care

Health facilities especially in rural areas are scarce, and whenever they are available they are inaccessible to many of the rural villagers. This is particularly a serious problem for females who seek medical attention when health problems are in advanced stages. The need to travel long distances in a bad state of health to seek medical assistance is a hardship. The incidence of communicable diseases is still high. A rural health center for over 190,000 rural inhabitants spreads such services quite thinly. About one-half of the children of five years of age is said to be malnourished, while another 10% is in worse condition and need immediate medical attention.

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*Azad Jammu Kashmit is a contended area with India; Pakistan aids that nation in many ways in education.

The school children who attend schools in high risk areas are supposed to be checked by medical personnel at least once a year for identification of any oncoming health problem but no treatment is rendered. The child must report such problems to his parents who must look to the thinly spread medical network for assistance.

Arrangements for health care, both preventive and curative, within the school system becomes almost impossible because of rapid expansion of schools and students. However, there is a health care experiment underway which, if successful, has promise and optimism for the replication of better school health services in other rural areas.

C. TEACHER EDUCATION

Teachers are the most essential ingredient of a good primary school system. Poorly trained teachers hinder efforts to establish high levels of quality in the instructional process. Hence, effective teacher training college preservice programs are crucial for primary school development. There are 71 institutions for the preparation of primary and middle school teachers. There are 14 colleges and 4 university departments for graduate education studies. Only one-third of the teacher training colleges caters to the preparation of female teachers. It is therefore essential to look at some of the qualitative indicators of the preservice training program of prospective teachers to ascertain the depth of the quality of these programs. It is likewise of great importance to view opportunities of inservice education for teachers so that professional growth may occur at all stages of their teaching careers during the entire professional life of teachers entering the profession. Primary teachers in Pakistan once trained in normal schools. However, in the spirit of raising the level of these institutions to a higher education level, they were elevated to the status of colleges for elementary teachers. Two types of programs are offered, the Primary Teachers Certificate (PTC) for teaching Grades I-V and the Certificate of Teaching (CT) for Grades I-VIII. There are separate colleges for males and females. The private sector has not been invited to establish teacher training institutions. The Federal Government has decided that this must remain as a federal subject to maintain quality controls of prospective teachers.

In teacher training colleges administrative linkages are weak and not well defined. In the provinces of Sind, Baluchistan and NWFP, the Curriculum Bureaus assist with the coordination of these institutions. In the Punjab, functional coordination is with the Directorate of Schools. This results in less than quality control over the many colleges and high schools offering primary teacher training programs. In addition, the provincial officials are so preoccupied with problems of the daily running of schools that they have little or no time to be concerned with matters of these teacher training institutions. The simple matter of collecting data and determining the supply and demand of teachers would be a grand step in more efficient planning of primary teacher training.

Three of the provinces have organized a Coordination Council for primary teacher education with the purpose of:

- checking the available and actual provision of inservice training;
- checking the coordination of preservice and inservice teacher training programs; and
- collecting, updating, and analyzing teacher supply and demand.

This was a step forward, but met with less than desired expectations because of the lack of coordination responsibilities in one office and under one single official.

1. Curriculum

The PTC course consists of 39 weeks duration without any vacation periods. The class load per student is 33 hours. The week consists of 45 periods of 45 minutes each, including a 1/2 hour break for recess. The academic year is structured as follows:

First Semester

a. Classes	14 weeks
b. Preparation for and Examinations	1 week
c. Practical Component (short)	2 weeks

Second Semester

a. Classes	14 weeks
b. Preparation	1 week
c. Practical Component (long)	4 weeks
d. Practical Component evaluation	1 week
e. Winter and Spring Breaks	2 weeks
	39 weeks

The Certificate of Teaching (CT) follows the same academic calendar as the PTC program.

The PTC is for Grades I-V. The course requirements are mainly in the field of pedagogy with emphasis on the methodologies of teaching. Of ten courses offered in the preservice program, six deal with teaching methodologies, one each with child psychology, classroom organization and management and the principles of education. The student teaching practicum consists of a short and long term session. The observation and participation practicum is for a two-week period and the longer-term actual practice teaching practicum is of 4 weeks duration.

The CT program leads to the Certificate of Teaching for Grades VI-VIII. The course offerings include some general education courses in addition to methodology courses. This program offers several general education courses but falls short of providing what would actually be needed to strengthen the student's background in the general education knowledge field.

The OTC is aimed at training teachers of Persian (Farsi), Arabic, and Urdu for service in the middle and secondary grades as language teachers. The OTC course is for a 48 week period. The course offerings for gaining mastery of the languages to be taught appear to be weak in comparison to 44 to 46 credits of language training taken by language teachers in other countries.

The training program for art teachers is of 40 weeks duration. It prepares special teachers for art and drawing for the middle school. This program, although comprehensive for its short duration, falls short on course offerings which would prepare art teachers to be great performers and to bring out the fullest extent of their creative talent.

2. Alternate Curricula

The alternate curriculum was designed for experimentation in selected teacher colleges. There are some slight changes in this curriculum which tend to strengthen the overall program. These changes are as follows:

a. Health and physical education was designated as a required course for CT candidates.

b. CT candidates must choose one course from a suggested list of subjects, Urdu, social studies, Islamayat, mathematics, science, agriculture, and agro technical agriculture.

c. Practice teaching consists of 6 discussion lessons in a small group of 10-15 trainees followed by a teacher criticism session. This is the short term practicum which lasts for about three weeks. A long teaching period is completed as partial fulfillment for graduation by the PTC and CT teachers which includes 24 lessons to be taught in his/her special fields. This long term practicum is for 5 weeks.

d. In addition to the internal examinations in the CT program a comprehensive test is given over three sections of content at the end of the program.

e. The practice teaching portion is evaluated by the head of the institution with subject area specialists selected to assist with the process. (Annex V.8 contrasts the regular and alternate training programs.)

In order to provide additional teachers to meet the demands of expanding primary education, the Government has authorized the provinces to recruit teachers with an "8th grade pass" who have a commitment to undergo training at a later time. The training period can be broken up into a 5 month period followed by 2 months at a subsequent time and a final 2-month training period to complete the 10 month training program.

The teacher under recruitment can be posted having three years in which to complete the 10 month training program. The initial salary of a trained teacher is paid to the teacher upon appointment subject to full receipt of increments once the training has been completed. (See Annex V.9 for a detailed listing of program requirements for all teaching certificates.)

The qualifications for the professional staff at the teacher colleges for the preparation of primary teachers requires a high level of expertise in a particular subject field. In actual practice, however, field personnel visited felt that transfers of non-specialists are frequently made to these colleges of rejected headmasters in addition to numerous persons who have specialized in Islamayat, and languages studies such as Persian and Arabic. It was cited that even those persons who possessed little or no professional educational

qualifications were sometimes appointed to the faculties. This results in less than desirable content and ineffective instructional practices. Students are disillusioned and their own professional competencies and professional behavior are not enhanced because of the lack of dynamic teaching and the failure of the faculty to provide a role model for them. While it doesn't seem necessary to make a case for filling posts at the teacher colleges with highly qualified professional staff, it does seem essential to point out the low level of teachers that will be produced if the colleges become a refuge for rejected and disgruntled professionals.

3. The Open University

Allama Iqbal Open University provides inservice education for the primary education teachers, having served 80,000 in the last 10 years. There are many teachers on the job that are desirous of further professional growth. The Open University in its early existence captured this market quickly and has continually enriched its program qualitatively while improving its enrollment to approximately 6,000 teachers per semester, up to a high point of 9,000 for the first semester of this academic year.

The selection process for admission is nomination by the District Education Officer. A recommendation, in addition to the teachers professional portfolio, is passed on to the University for consideration for admission.

The basic qualifications for admission are completion of ten years of education and one year teaching experience. If the teacher is accepted, the following program must be chosen. The (PTC) Primary Teachers Certificate consists of the successful completion of 2&1/2 credits. This comprises two full credit courses of 18 units each, and 1/2 credit of a practical component. The practical component consists of a full week's workshop and a 3-week practice teaching experience.

The credit courses comprise a mix of theory and methodology, of teaching with knowledge from supporting disciplines such as philosophy, sociology, guidance, evaluation, testing and measurements. The prerequisite before the opening of the regular course work is to guide the teachers through the general education content contained in the primary school curriculum. Upon satisfactory completion of this task, the student is sent, via the postal service, 36 study units supplemented by 36 radio programs. In addition, four major assignments are included covering all of the course units requiring the completion of objective, short and long essay type questions. A tutor is also assigned to each student from one of the 13 regional centers. This tutor can be contacted if difficulties are encountered. Teachers may take only one course per semester. A semester can be scheduled with one academic course in addition to the practical component.

4. Inservice Training

Each province has an Education Extension Center. These centers have subject specialists and administrative staff to develop courses, materials and to provide training programs for the teachers in the provinces. Teachers on the job are supposed to be provided refresher courses at least once every five

years. Teachers apply for inservice training and are recommended for participation by District Education Officers. However, the constraints of staff, time and mostly the budget impede these centers from meeting their goals. Even with greater resources, these centers would never be able to keep pace with the training needs of teachers. (See Annex V.10 for a detailed description of the activities of the Education Extension Center in the Punjab.)

4. Professional Organizations and Trade Unions

At present professional organizations at the national level for the provision of professional growth and better working conditions for teachers are few. However, there are teachers unions which are concerned mainly with improving salaries and working conditions for teachers.

There appears to be a real need for a professional educational association and perhaps appropriate ones in special disciplines to bring the profession together and assist its rise to greater professional levels. The teaching profession must first seek to raise its own status among its fellow professions, before the public, and this will hopefully be reciprocated in respect and acknowledgment as well as incentives commensurate with the quality of their performance.

Teachers, supervisors and school administrators have no professional magazines to read in order to keep abreast of educational innovations. These would be available if such organizations were in existence and if they included professional growth as one of their main objectives.

There appears to be a yearning among professional educators for professional collegiality and for a source of current pedagogical knowledge and dissemination of research. The primary teachers appear to be the most organized group in the teaching force.

There are also some alumni organizations of Colleges of Education in some universities which try to fill this gap but the number of beneficiaries are small. There is a Scientific Society of Pakistan, which is active and has a substantial membership of science teachers.

It seems that with a teaching force so large and one which is witnessing such rapid growth, a professional organization at the national level is needed, if nothing more than to provide an information base to inform teachers of what is transpiring in educational circles in the different provinces, as well as in other countries of the world. It could be the cement which binds the diverse and talented teaching profession of this great nation.

5. Perspectives

It is felt generally by the educators that the primary teacher education program is ill placed on a week general education base of only 10 years of schooling for the Primary Teaching Certificate (PTC) and 12 for the Certificate of Teaching (CT). It is hoped that both will be extended beyond the present starting base and that more general education will be capped off with a more in-depth pedagogical treatment, including a longer practical component and a

stronger treatment in the psychology of learning. Considering the vast numbers to be trained just to keep pace with teacher demand, an upward extension of the program would make such a move financially unfeasible. Therefore, ways to strengthen the present system should be explored.

Since students come to teacher training education with such limited general education backgrounds, provision to add such courses should be made. The present PTC curriculum requires six courses in methodology. If one methodology course could serve language arts, Islamiyat and Social Studies, all of which have much in common, and one methodology course for math and science, the curriculum could be freed for offerings in general mathematics, general science and the psychology of learning. These courses would give the students more confidence in the content areas as well as assist them to gain insights and understandings in the ways children learn.

If the program could be extended to a calendar year instead of an academic year, a full semester of academic courses could be included which would strengthen both the general and professional components of future teachers. The present curriculum is overly pedagogically oriented, emphasizing the "how" and minimizing the "what" to teach. Both are essential and should be balanced in the curriculum.

It is felt that teacher behavior is not commensurate with the high ideals of the teaching profession. High rates of absenteeism and other unprofessional acts by teachers are reported in the literature. If true, they reveal the need to familiarize these future teachers with a code of professional ethics and to have them pledge a commitment to live by this code.

Faculty members of the teacher colleges are graduates from the college of education or institutes in the universities. They are assigned to posts in the teaching colleges to teach methodology courses in language arts and social studies without experience as a teacher in the elementary school. If the young teacher is to be successful and committed as a professional, he/she must know first hand the learning problems children encounter in the learning process. It is expected that faculty members of the teacher training colleges should be able to identify and suggest ways to solve problems these future teachers will encounter in their first experience as a rural primary classroom teacher.

It would seem essential that universities review their programs and offer one in primary education including a masters degree with a concentration in some special area such as reading, language arts, social studies and other specialized areas to strengthen the preparation of faculty members who must train the nation's teachers.

Recruitment of faculty must be rigid since only the best teaching can be tolerated in such institutions. Students usually teach as their professors do; therefore, assurances should be provided that only those who are the best teachers will be posted in these institutions. It is felt that the teacher college's faculties sometimes become a refuge of disgruntled headmasters and supervisors and this should not be tolerated. Since the curriculum is filled with general pedagogical studies professors should be assigned courses on the basis of credentials signifying their specialization in the respective field of pedagogy.

The laboratory school (some colleges and all universities have them) might be justified on the basis of its potential for observations by students and its development and research potential. However, actual practice teaching in nearby village schools would give students a real insight into the teaching/learning problems they will encounter, a feel for life in the village and an opportunity to upgrade the schools where practice teaching is conducted. This would require greater effort at coordination for such a program, as well as supervision from the college staff who must be willing to travel and guide the teaching practice. It would keep college faculty in charge of teaching courses in pedagogy abreast of what is happening in the village schools which would be reflected in the improvement of teaching content in his/her methodology courses.

One of the essential resources for gaining knowledge is the library. Faculty members should require that a large number of their assignments by students be done in the library. The teacher colleges provide no post for a full time librarian. The library holdings of the libraries are not commensurate with the level of the training envisioned. The budget allocations per annum would purchase 3-5 books at today's prices. This is definitely a weak feature of the teacher training program which should be given serious attention.

Good teacher training programs don't just happen they are made to be effective. Any teacher education certificate granting institution should be proud of the trust placed with them to certify future teachers. This right should be justified frequently by the institution in the form of collaborative evaluation by the Ministry of Education and a Department of Education in a reputable university. This dual evaluative arrangement could provide guidelines for the improvement of teacher colleges training programs and assure that the product will be a credit to the institution and to the nation's primary school children.

The teacher training colleges are a loosely controlled set of institutions. They should be placed under a single head with the authority to monitor each college's pre- and inservice programs.

The selection process of primary teacher education candidates should be rigid. The student's academic ability as well as his/her attitude toward teaching should be assessed. Selection out procedures should be established to counsel students out of the program if they are not suited for the profession.

D. ASSESSMENT OF PRIMARY EDUCATION

Praise and admiration must be given to the great numbers of teachers who manage large numbers of students over a wide range of content from Grades I-V with few teaching tools, furniture, instructional materials, sometimes no classroom, and time for a few breaks during the long and tiresome working day. They are doing their best under adverse conditions. It is in the interest of the betterment of these conditions that the following general observations are noted and not for a moment to discredit the noble effort of teachers who diligently try to make the best of sometimes impossible conditions.

An integration of content might be better planned for students in the new organizational pattern (Grades I-III) which has emerged. The growth and development of children in the first three grades might be more similar. The same will be true of the children in Grades VI and V. The new groupings have brought about a revision of curriculum which was needed. It proposes emphasis on language acquisition and familiarity with basic numeracy. In the first three grades this should enhance the teaching and acquisition of reading and writing skills which are extremely difficult to master when one language is spoken at home and a new language of instruction is introduced in school. It is complicated even further when two or three languages are taught in the primary school and the eventual introduction of English occurs at the sixth grade. Consequently, the reading instruction program should be consistent and strive to assist students identify words in print and to teach them to use their language abilities to facilitate word recognition and to process sentences and larger units of print.

In view of all the preschool students who come to school daily as observers it would seem that programs should be initiated to include socialization and readiness activities so that they will be strong candidates for the first grade in the near future. Since the first grade teacher has too many students to attend, the preschool students should be taught apart with a separate teacher. There is evidence that this extra year would give these students a "head start" and serious consideration should be given to restructuring the primary school to include Grades I-VI, including the Katchi students within this organizational pattern.

The one teacher school is very common in the rural areas and when enrollments are large is not conducive to the establishment of an effective primary education school system. In this situation the teacher is forced to teach all the subjects over a range of five grades. There is a wide range of differences to be addressed which is unmanageable given the limited reading materials, classroom space, furniture and teaching aids. A five grade school with one teacher for each grade would assure the quality of education needed for the children of this rapidly changing society, when that can be achieved.

Two teacher schools are also inadequate when there are many students and should be upgraded when possible. The teacher is again forced to teach to two or two and one-half grades, in all subject areas under less than desirable conditions.

Continuous experimentation should be conducted to find ways of providing more coeducation in rural areas. There are many schooling situations where coeducation has been successful. An exhaustive study should be made of the successes and ways found to replicate such practices in rural areas.

The government in an all-out effort to expand primary education to remote areas of the nation is mobilizing all possible resources. The result of this effort is a patched-up primary education system with mosque, mohallah, drop in, and other type schools to fill the gap. Whether these quick solutions can be blended into an efficient and effective primary education system will depend heavily on the level of leadership and supervision that can be provided at all educational levels.

The question of whether to consolidate and strive toward the achievement of quality at this point in time is worthy of careful deliberation. Expansion without quality has not paid off in Pakistan's experience in the past. It has resulted in the

retaking of primary education at subsequent points in the lives of young adults. This is costly and unproductive, and measures should be taken to give children one good exposure to primary education which will carry them on to something greater or help make them become more productive members of the communities in which they reside.

1. Curriculum

The curriculum should be formulated and continually revised with the needs of primary school children in mind. Unless the quality of education improves parents will not send their children to school or will withdraw them once they discover that the curriculum is not suited to their needs.

The curriculum for primary school education is formulated by the Federal Curriculum Wing with the collaboration of the provincial curriculum bureaus and is then approved for use by all schools in the nation. The textbook boards in the provinces interpret the curriculum and prepare textbooks in the various areas. In essence, the textbook becomes the curriculum for the large majority of teachers who never see a curriculum guide and hence rely on the textbook as the main tool of teaching. The curriculum guides are overloaded with content which often times appear too early at various grade levels and is beyond the ability of teachers and students. The textbooks are often inappropriate due to the language used, which is sometimes complex, creating comprehension problems between knowledge and the learner. Little interaction between teacher and students takes place. There is little or no use of teaching aids leaving the voice and blackboard as the sole means of conveying the lesson.

Some children are required to attain some level of proficiency in as many as four languages: local language, Urdu, Arabic, and English. This creates pressure on the students and the teachers to complete academic requirements in view of an already overcrowded curriculum. Pressures are brought to bear on the students to develop language skills yet a well set plan has not been devised that will bring student exposure to the identification of sounds, letter combinations, words and phrases of the printed page in an orderly and scientific fashion. An approach to the teaching of reading and writing must be developed and teachers must become familiar with its use. A teacher must be carefully guided in effective language teaching methods, especially through the first 6-8 weeks of the initial reading process, leaving nothing to chance, if the basis skills are to be well-entrenched in the children's mind.

Content should be presented to students in such a way that it stimulates the thinking process. Students need to infer, hypothesize, predict, to internalize, and to apply information. Teachers will need to organize their content and present it to students in a meaningful way that will trigger lively discussions, questions and interaction, providing greater opportunity for insights and understanding and longer retention of knowledge learned.

The social studies curriculum lends itself to rote learning methodology by the teachers as it looks at the various political divisions of local and national government. Revisions should consider broader themes which cut across many of the social science disciplines, encouraging students to be critical thinkers and to apply knowledge learned.

In order to assist students to develop an appreciation of the world of work and to help them in career choice-making decisions, the curriculum designers built into the system a series of agro-technical activities. Whereas these activities would serve to fulfill these expectations and also teach students to do practical work, the teachers never pursued these activities stressing only the theoretical portion of the curriculum without any practical application. It seems important that this be reviewed in view of the large number of students expected to attend school and to leave at various critical points in the school cycle to face the world of work without any practical training.

The mathematics curriculum introduced the set theory in order that students might keep pace with the latest developments in the field of technology. The teachers never felt comfortable with the content and concepts, inservice training was not capable of assisting teachers to overcome the problem resulting in non-compliance with this aspect of the curriculum. The curriculum designers are presently redesigning the mathematics requirements which will replace the set theory with general and applied math.

The relevancy of curriculum for rural and urban areas and for males and females is always a lively issue. It is felt that the present curriculum is oriented toward urban needs and should be adapted to local needs. Some educators thought that special income generating activities should be initiated in primary schools to motivate enrollment and extend the school period stay-in of females. Others felt that extra curricular activities such as student associations, sports, debates, dramatics, and subject societies should be included in the curriculum for participation by women.

The curriculum requirements have been simplified to include emphasis on language skills development and numeracy in the first three grades. Whereas this should enhance the learning of language arts the transition from the third to fourth grade is of concern. Unless the curriculum has been adjusted in grades 4 and 5 the content gap might be difficult to bridge by some students. The Curriculum Bureau should be concerned for this problem so as not to impede the chances of success for the children who will need to face this challenge.

High dropout and repeater rates result from in and out of school variables. School inputs as well as out of school variables should be carefully studied to determine the cause of high wastage. Dropouts which soar after the first two grades of primary schooling could be signalling the lack of an adequate social and emotional climate provided by the teachers in the classroom hence turning off and discouraging a large portion of the students before they even begin the second stage of their primary education studies. The reading and writing expectancies could be out of reach for many children especially when taught without an adequate readiness period to read the printed page or having developed sufficiently to manage the demands of complicated writing skills. The overcrowded schools, the inability of the teachers to provide small group or individual attention to the students having similar learning difficulties, all contribute to the children losing interest and leaving school. The less than desirable physical facilities the dearth of instructional materials, the lack of appropriate classroom furniture, and the limited ability of the teacher to contribute effectively to the learning process is in large part the cause of the low level of efficiency in the primary school system.

2. Pedagogy

Teaching in the primary school consists in large part of lectures by the teacher with heavy reliance upon the textbook. Emphasis is largely on rote learning and memorization with little creativity and little or no utilization of visual materials. Teachers cannot be concerned due to large numbers about attending to the wide range of individual differences and therefore one treatment is given to all students. Pressures on the teacher to get through the prescribed content results in rapid coverage of the material without regard for thorough comprehension. This is reflective of a teacher-centered, restrictive teaching mode without student participation and interaction.

The preservice training of teachers is inadequate. In a short period of 39 weeks the required mastery of general and professional education cannot be achieved. Upon termination of the training program the teachers may be too young and lack the experience to be effective teachers. The teacher training program must be strengthened and ways sought to professionalize the teacher.

3. Inservice Training

Primary school teachers who have been exposed to such a short training period should be reinforced by a continuous inservice training program. Although each province has its own inservice training center, the staff, facilities and training funds are insufficient to meet training needs. Teachers are entitled to one inservice training experience every five years but due to the lack of funds the opportunity is not made available. The teacher continues to do the best possible, but the learning kit is not used, new teaching methods are not utilized nor is any progress made in other aspects of classroom teaching. Other resources must be found to provide inservice training for teachers on a yearly basis.

4. School Supervision

The present workload of the supervisory staff permits nothing more than a periodic visit to check out physical facilities, student and teacher attendance. Teachers with such limited training need supervision which will assist the improvement of the learning process. Supervision might be more effective if approached on the basis of providing a variety of quality support services to teachers. These support services would be in the form of monthly bulletins on educational innovations, copies of educational articles on language arts and other important topics, lists of community resources for use in social studies and other courses, free and inexpensive materials such as maps (tourist bureau), postcards, magazines, demonstration lessons, intervisitation to PEP schools, lectures, workshops, comparative education articles, opportunities for further study (correspondence courses), and other services which would begin to build the confidence and competencies of the teacher. Classroom observation are essential but supervision should be viewed in the broader sense.

5. Textbooks and Instructional Materials

The absence of enrichment materials in the primary school classroom causes the teacher to resort to teaching for factual recall. The teacher relies on the

textbook providing little or no opportunity for exposure by students to varying styles of expression and thought. Although a significant contribution is being made by the textbook boards in the provinces the quantity and quality of reading materials is greatly limited.

There appears to be a scarcity of reading materials in Urdu. Since this is the language of instruction, there should be a wide variety of books and instructional materials for use by students. Students will become avid readers only when there are enticing books and leisure time reading materials. Although texts are the main concern of textbook production units, some consideration must be given to the provision of a greater range of reading opportunities.

6. Evaluation of Pupil Progress

The examination system is characterized as not providing a valid measure of individual ability and achievement or predictor of future performance. Teachers as well as supervisors must become more proficient in the construction and administration of tests in order to assess the total growth and development of the individual student. Some of the District Education Officers expressed the need to have test construction and evaluation specialists as part of their staff for use by classroom teachers. It seems inappropriate to burden the already overworked supervisors with the task of examining all the fifth grade students under his/her jurisdiction within such a short period of time. Perhaps the teacher who is the closest to the pupil/learning situation could make a more precise judgment of pupil progress in observing the student perform in many different roles during the school day as well as over the academic year.

Female enrollment in primary schools is low and if it is to increase some deliberate action must be taken to promote it. Life histories, case studies, autobiographies of outstanding women in Pakistan, their achievements and contributions should be the main focus of the textbooks and instructional materials. (See also two accounts of school income generation schemes in Annex V.11.)

E. RECOMMENDATIONS

Primary education in Pakistan is going through a complete overhauling in response to expansion and qualitative improvement demands for the nation's children from all parts of the country. It is aimed at strengthening the first line of defense so that the present school age children and those who come after them will be functional citizens and will contribute to the social and economic growth of this great nation.

All over this nation there are a maze of experiments, innovative schemes, pilot studies and research projects taking place which are involved in the identification and solution of problems of the primary education system. It has been of great worth to study these in detail in order to arrive at some significant observations which may be best for the nation's children.

It is viewed that the great talent and expertise in the field of education has been identified and its excellence is of the highest calibre. The vigor for change demonstrated from the federal to the markaz level provides great hope and optimism for the preservation and renewal of the primary education school system.

The information and data collection journey for this report has been arduous, exciting, challenging, and at times overwhelming. The following recommendations are humbly presented on behalf of all the suggestions provided by the professional personnel visited and interviewed at the Federal and Provincial levels.

1. General Recommendations

- The rapid pace at which primary school education will need to be pursued to meet the established quantitative targets might delay qualitative expansion for quite some time. It might therefore be wise to consolidate with the aim of raising the present performance of the primary system to a desirable quality level and then proceed onward toward a more gradual but steady course of expansion with quality.

- There appears to be a feeling of despair about primary education in the nation and perhaps even a lack of confidence relative to the educational network's ability to lift primary education to a higher level of performance. Accomplishments should be highlighted and there are many which are taking place in each of the provinces. Less favorable factors related to the performance of the primary educational system should be candidly reported but handled in such a way so that teachers, supervisors, the consumers and parents will not lose but gain confidence in primary school education, will send their children to school, and staunchly support its existence.

- Pakistan is a huge nation with all kinds of schools and learning situations filling the educational landscape. It is a fertile laboratory for educational research. Yet, very little action research relative to innovation in classrooms with children has emerged and if commenced might reflect itself in better teaching strategies as well as increased achievement gains by children. Colleges of Education and the Primary Teacher training colleges should direct their research toward teaching strategies for single teacher and multi-graded schools.

- There are many excellent research studies, experimental reports, theses (Masters and PhD), articles, reviews and countless other publications in the field of primary education being written by professional educators which should be made available to educational personnel. A clearinghouse for the collection, listing and dissemination of such publications should be established and educational officials at various levels should be included on the mailing list so that these excellent materials may be available for reading by teachers.

2. Preschool Education

- Children from disadvantaged homes make great strides when they have the opportunity to engage in a variety of experiences which can later be

directed toward the reading and writing processes. Some of this could be done at home, but due to the impoverished state of rural families, it is not accomplished. In these cases, the school setting must then provide the readiness stage for entering into the reading and writing of languages. The large numbers of preschool children now in schools should have a well designed program.

- The private sector is fully engaged in the provision of day care, nursery and kindergarten education, as well as schooling in other levels of education. The Ministry of Education should have a small body of experts with an appropriate staff at these various educational levels to provide encouragement, guidance, and technical assistance for these potential sponsors. If the private sector is to share the primary education expansion burden, especially in rural areas, they should be granted encouragement, cooperation, and assistance for an expansion of their efforts.

- The government should assist in every way possible the increased participation of the private sector in the provision of educational opportunities for rural females. It should at the same time work out an agreement of 15 to 20 free places to be reserved for girls in their schools to be matched by the same number on the part of the government.

3. Primary School Education

- Curriculum should be designed to keep pace with the social and economic needs of the rural and urban populations. A compromise between general education and related, purposeful, practical activities should be provided which will improve the capacity of students to find places in the local workplace.

- Textbooks should strive through suggested activities to encourage observation, exploration, discovery, application, experimentation, critical thinking and creative expression.

- A strong movement should be initiated relative to greater active participation by teachers, students, parents and the community at large in the curriculum, textbooks, and other educational affairs of the school.

- Provisions for some kind of non-formal or formal training should be planned for rural learners at potential exit points in the primary school system.

- Free textbooks and other required school supplies should be provided to poor children. Some additional financial assistance should be considered for uniforms as well as a matching lunch contribution to encourage school attendance and improved nutrition. (The Ministry has considered free textbooks for all children but the financial resources have not been available.)

- A library should be provided to increase the love of reading among school youth.

- Income generating activities as a part of the curriculum have experienced positive results. A needs assessment should be undertaken which would provide information relative to new kinds of small industries to benefit the students and the village community.

- In order to provide more female teachers, a campaign should be initiated to use upper primary and middle school females as class monitors. If female students were given this opportunity to be assistants to teachers, it might ignite a love for teaching, encouraging at least some of them to choose teaching as a profession.

- The majority of children speak a local language in their homes but must confront Urdu as the medium of instruction in the first grade. The reading and writing aspects of Urdu should be carefully guided by teacher training in Urdu as a second language.

- Appropriate school buildings, classrooms with light and ventilation, and furniture are vital if quality education is to be attained. The deplorable conditions in some schools must be given immediate attention.

- There is little official control of the school calendar. Provincial officials are free to formulate a school calendar to meet the needs of diverse school populations. An assessment should be made in each province to determine which activities impede school attendance.

- The number of obligatory school days is "fixed" at 212 per academic year. Strict adherence to this time period should be enforced.

- The one and two teacher schools are essential at this point in time to accommodate present enrollment. These schools should be replaced with five teacher schools where possible.

- The pupil evaluation system emphasizes the recalling of factual information. This encourages the use of the rote memorization mode of teaching and learning. The exams should be modified to stress comprehension.

- Students with learning problems, especially in the case of reading, might be obsessed with a physical defect, sight loss, hearing impairment, emotional disturbance or another similar problem. Primary teachers should be taught to administer a simple eye test via the use of an eye chart and in using other identification techniques. Referral to specialists would follow.

- One of the important functions of a school is to study its surrounding environment. This should lead to the establishment of a science corner where rocks, plant leaves, and other science related materials of the immediate environment are displayed for more indepth study. The school should implement these activities.

- The maintenance and repair of school facilities is practically non-existent. It must be provided.

- Counselling and advisement is essential to young school children and even more so with middle school youth. Teachers should be trained in this function.

- Pakistani officials should consider moving first grade to age six when development is more attuned to difficult tasks.

4. The PEDEP Project

- The PEDEP schools have made a contribution to the physical expansion and qualitative improvement of primary education. Greater efforts should be made by provinces to bring mainstream officials into the planning and implementation phases of the project.

- The supervisory staff at the district and lower levels should establish intervisitation schemes for teachers under their jurisdiction to visit PEDEP schools for the acquisition of better teaching practices.

- The PEDEP learning coordinator idea should be expanded to the other areas not covered.

5. Mosque Schools

- The mosque schools are an integral part of the primary school system and will continue to increase in numbers. Imams teach religious studies and need pedagogical training. The teacher who has been trained in a secular setting must be oriented on how to adapt to a religious setting.

- Appropriate supervision must be given to this new primary education scheme and it should not be left to chance.

- New mosque schools should not be opened unless appropriate space and shelter can be provided.

6. Mohallah Schools

- It is suggested that mohallah schools be supervised and generally be accorded financial help.

7. Teacher Education

- The teacher training colleges must be provided with equipment, libraries, and an adequate library budget.

- The Colleges of Education in the university should expand their mission to include the provision of leadership and technical assistance to upgrading the primary teacher training colleges.

- In cases where the teacher training college faculty members have not had teaching experience in a primary school, they should be given a semester's leave to obtain this experience in a village school.

- The Ministry of Education should collaborate with the colleges of education in the development of an institutional evaluation scheme which would set standards for certificate granting institutions.

- Laboratory schools at each teacher's college for research, development, and to provide observation experiences for students in conjunction with their methodology courses would be furnished where they are not now available.

- Master teachers from (these) village schools should be selected and trained to guide the practical component.

- The laboratory schools should be provided with good facilities, a good staff and essential instructional materials to become model schools to assist the training, not only of the teacher college students, but also the teachers in surrounding areas on special reading projects, use of learning kits and other similar projects.

- The teacher training colleges should establish supervision and school administration preservice courses.

- Graduates from the present teacher colleges system should be subjected to a comprehensive general education exam. If an unacceptable score of less than 30 results, a determined amount of retraining should be set before selection procedures are again applied.

8. Primary School Teachers

- The professional attitude of teachers is not conducive to the building of a strong and effective primary education system. There is a need to build their image as key builders of the nation's youth and the principal force in inculcating in youth, loyalty and love of country. Recognition of the teacher's work should receive special attention at federal, provincial and district levels down to the Tehsil level. "Teacher of the Year," "Humanitarian of the Year," and other awards should be given on an annual basis to spur teacher dedication.

- Universities should grant admission to PTC and CT holders with grade level deficiencies. These deficiencies could be integrated into a series of courses which would place these teachers at admission levels as soon as possible.

- Allama Iqbal Open University should study the PTC admission problem and prepare a series of courses to eliminate PTC and CT deficiencies through distance education.

- The salaries for teachers are low; they must be upgraded.

- There are trained, untrained, experienced and inexperienced teachers, all of whom need inservice training. The demand exceeds the budget and capacity for such training. A fleet of mobile instructional classrooms should be purchased with the aim of systematically dispensing this training in the localities where the trainees reside.

- Incentives should be offered to teachers who are regular in their school attendance.

- Many students pass through the teacher training colleges. Each college has a large alumni group. The colleges should continuously follow up these graduates, have frequent reunions, and plan activities to inculcate pride and joy in being a teacher.

- The Ministry of Education should lead the way in the development of a monthly primary school education journal which would have articles on classroom teaching written by teachers. It should be distributed to all government school teachers. The government should furnish one to each school.

9. Female Education

- Open doors should be provided for females to become trained and educated. Residential facilities should be constructed and made available to a cluster of village health, social welfare, and education professionals.

10. Supervision of Instruction

- The number of supervisors should be increased so they have no more than 30 schools each.

- Sufficient transportation must be provided.

- Leadership at the school level is essential. Headmasters/mistresses must be taught management and supervision techniques.

- The center school concept is a partial solution to the lack of full time elementary school principals. It is recommended only as a substitute until administrators can be trained.

- The District Education Office should have psychological, guidance and counseling, reading, testing and measurement, diagnostic and evaluation specialists for assignments to primary and middle schools on an appointment basis. These referral resources are vital to teachers who must assume the role of teacher, nurse, doctor and even parents.

Primary and middle school education in Pakistan, considering the many physical and budgetary constraints it suffers, has many strong points: dedicated teachers, children trying to learn, federal and provincial efforts to strengthen the program. Improvements can be made, of course, and should be. Quality education, as well as quantity of students, must be major concerns for the future. With more funding and some changes in teacher training, curriculum, more and better facilities, and adequate supervision, the nation's goals can be realized.

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CHAPTER VI.

NON-FORMAL EDUCATION IN PAKISTAN

A new national policy for the promotion of literacy was announced in 1981. This was followed by the release of the Sixth Five Year Plan in 1983 which gave high priority to literacy training and spelled out the national literacy plan for meeting specific targets. The President further bolstered the new prominence with the promulgation of his well known "Ten Points on the Promotion of Literacy" in 1983. The Prime Minister reiterated this federal commitment with his Five Points speech on December 31, 1985, in which he stated a goal of 50% literacy in the country by 1990. These bold plans were to be brought to fruition with large infusions of federal money into the national literacy program.

The goals of the current Five Year Plan originally called for making 40 million individuals of the 10-24 age group literate by 1988. It was soon realized, however, that this plan was too ambitious to be accomplished and the goal was therefore spread out over two phases: Phase I, 1983-88, during which 15 million persons were to be made literate, and Phase II, 1988-93, when the remaining 25 million were to be covered.

Non-formal education, in the present assessment, concentrated on the provision of opportunities to learn to read, write, and do some mathematics. It also, however, examined those programs that teach some problem solving, home and family, and employment skills since those programs in Pakistan have generally imparted some degree of literacy with those skills.

The general analyses of documents and interviews with government and non-government organization officials quickly demonstrated that the many programs differ widely in their approaches, scopes and results in non-formal activities. The task was therefore modified to one of obtaining the basic information about the major and some representative smaller ones so that future examinations would have a reasonable base from which to work. Those contained herein do not complete the list; further research will be required to produce a catalog of those activities.

A. THE PROBLEM AND ITS IMPLICATIONS

Pakistan faces a monumental educational challenge at this juncture in its history. According to the 1981 Census of Pakistan, the ability to read and write is enjoyed by only 26.2% of the population. At this rate, Pakistan ranks below all of its Asian neighbors, as reflected in Table VI.1.

Table VI.1: Literacy Rates in Selected Asian Countries

COUNTRY	MALE	FEMALE	BOTH
Japan	99.5 %	99.5 %	99.5 %
Singapore	93.4	88.7	92.0
Philippines	90.0	87.5	89.0
Thailand	92.2	79.6	86.0
Sri Lanka	86.0	68.5	78.0
Malaysia	82.3	61.9	72.0
Burma	80.5	56.3	60.7
Indonesia	77.0	57.5	67.0
Iran	64.6	28.4	47.0
India	51.3	28.4	40.3
Pakistan	35.1	16.0	26.2

Source: Pakistan & Gulf Economist, April 20-26, 1985.

The tenacity of this illiteracy problem is highlighted in that the literacy level has climbed only from 16.4% to 26.2% in thirty years. In addition to being pervasive, illiteracy is also distributed unequally among the different areas of the country and segments of the population. The 17.33% rural rate shown in Table VI. 2 clearly shows that rural illiteracy is more serious than urban. There is also wide disparity across the provinces, ranging from a high of 31.45% in Sind to a low of 10.32% in Baluchistan.

Table VI. 2 also reveals the extent to which females are disproportionately illiterate. Only in the urban areas of Punjab, Sind, and Islamabad (56.67%) does female literacy rise to any significant level. Illiteracy is greater among rural females. In rural Baluchistan, literacy is estimated at less than 2%.

Table VI.2: Literacy Rates in Pakistan by Rural/Urban, and Sex

	NWFP	Punjab	Sind	Baluchistan	Pakistan
Males					
Urban	46.96	55.63	57.77	42.42	55.32
Rural	21.73	29.56	24.54	9.82	26.24
Females					
Urban	21.88	36.72	42.23	18.54	37.27
Rural	3.82	9.38	5.21	1.75	7.33
Both Sexes	16.70	27.42	31.45	10.32	26.27

Source: 1981 Census of Pakistan

Reducing illiteracy is difficult with Pakistan's stated population growth rate of 3%. At this rate, about two million children requiring education are added to the population every year. (See Table I.2 for the age 5-14 cohorts.) While the ranks of these new arrivals will be reduced as a result of Pakistan's infant mortality rate (estimated at 124/1,000 in 1984), the task of providing basic education to even a major portion of them is likely to overwhelm all available resources. Clearly, any reduction in the country's population growth rate will have an immediate payoff in improving the chances of making headway in reducing illiteracy.

Basic education is associated with delay of marriage and birth of the first child, as well as smaller overall family size. Participation in learning, whether in the form of primary schooling or literacy instruction, appears to elicit a sense of control that fosters planning of both the number and spacing of children. It is reasonable to conclude that engaging girls in almost any productive educational activity will yield commensurate benefits in a lower population growth rate.

Literacy is involved in the solution of several other problems which impact heavily on females. One of the crucial determinants of child survival, documented in over 24 studies in 15 countries, is the mother's level of education. For example, in Pakistan and Indonesia, the children of mothers who have had four years of schooling were found to have a 50% lower infant mortality rate than the children of illiterate mothers. It is the mother's level of education that allows her to avail herself of information about the schedules of child immunizations, the advantages of breast feeding, the importance of selecting the most nutritious foods and cooking them properly, the dangers of drinking contaminated water and handling food in an unhygienic manner.

Contrary to what might be expected, raising the child survival rate by educating the mother does not lead to a higher population growth. In countries such as China, Sri Lanka, the Republic of Korea, Taiwan, and the Indian state of Kerala, where almost 100% of the girls are enrolled in school, the birth rates are among the lowest in the world. Pakistan clearly can find commonalities with the experience of these countries.

Illiteracy and lack of skills deny meaningful employment and income generation opportunities to both males and females. But, invariably, it is females who are the most disadvantaged. Although males are also constrained by low levels of education, alternative avenues for acquiring marketable skills exist. Females are beginning to secure employment in many sectors of the economy but general access is still severely restricted by the lack of education.

B. THE RATIONALE FOR NON-FORMAL EDUCATION

Some special advantages of non-formal education make it well suited to certain aspects of the educational crisis in Pakistan. These include the difficulties of delivering education to problem populations, the prohibitive cost of immediately equipping all schools for their tasks, and the need for education that is responsive to the employment and market realities in the larger society.

Perhaps the most obvious problem population in Pakistan is the large and growing numbers of young people between the ages of 5 and 13 years who never entered

primary school or dropped out. With an estimated participation rate of 50% in primary schools, the size of this out-of-school population is about six million. Many of these youths eventually migrate to the cities in search of work or further education. They often join the ranks of the unemployed or under-employed, representing a potential source of social unrest.

The needs of out-of-school youth involve special considerations which the formal school system, already overcrowded, is ill-equipped to handle. Dropouts and those having never attended school can be salvaged for the formal system, if they can be enrolled or re-enrolled in an effective program. However, this requires a uniquely designed program, since few will return to primary schools. The "drop in" schools, which compress 3 to 5 years of primary school into a one or two year program, have been tried in only a few places and have had success with limited numbers. This leaves a sizeable population of youth for whom formal education is unattainable. For these individuals, non-formal education may be the only means of raising their educational level.

Non-formal education also has the potential to be less costly than an equivalent formal program. In many countries, non-formal education often draws on the services of volunteers, many of whom are committed to the cause. Non-formal education usually has a small administrative structure, thus maximizing resources. It can, and ideally does, take advantage of existing resources such as holding classes in school buildings after hours or in private homes. Finally, non-formal education can benefit from economy of scale, especially with the use of mass electronic media or other "learning packages," wherever electricity, and radios or television permit wide dissemination.

Citing all the potential advantages of deploying non-formal education in Pakistan, of course, does not imply that it has no disadvantages. Non-formally organized education is susceptible to some of the same inadequacies that beset formal schools, along with some that are peculiar to non-formal education itself. These programs do run aground at times because they are based on faulty assumptions, or are poorly designed or executed. In addition, non-formal education has the inherent problem of requiring the constant provision of followup activities in order to sustain functional literacy.

C. LITERACY PROGRAMS IN PAKISTAN

The history of mass literacy campaigns in Pakistan is discouraging since none has yet distinguished itself with any great degree of success. The Village Aid Program of the 1960s consumed a large quantity of resources on a campaign that raised the national literacy rate minimally. The various small campaigns had low government support. Little emphasis was placed on literacy training in any of the early five year plans, and few resources were committed to implement a national program.

1. Literacy and Mass Education Commission (LAMEC)

LAMEC was envisioned by its planners as both an implementation agency for its own literacy programs and a provider of support and coordination for others. To perform these functions on a national scale, LAMEC offices were established in the capital of each province and Azad Jammu Kashmir, staffed by a resident director and a field officer. Below these provincial level officers lies a hierarchy of administrative, supervisory, and training personnel.

Since its inception, LAMEC has never been given the resources to implement a full literacy campaign in the entire country. Instead, its operation has been bifurcated into what has become known as the National Program and the Selected Districts Program. LAMEC has full control of the Selected Districts and a full formation of field staff has been appointed in each of the nine districts. The staffing in the National Program is an altogether different matter. No such staff has been planned for the remaining 73 districts. The supervisory functions are assumed by part-time district literacy organizers (DLOs) who are drawn from the ranks of the local school inspectorate, assisted by part-time supervisors at the community level. LAMEC's capacity to monitor expenditures and performance in the National Program is thus severely limited.

In reviewing its 1985-1986 problems, LAMEC noted that: "The part time DLOs in non selected districts are now being replaced by whole-time DPMs. They will have a similar organization pattern as in the Selected Districts."

The LAMEC campaign is based on the assumption that little demand for literacy exists in the rural areas and that rural residents must be motivated to enroll. For this purpose, jingles extolling the virtues of literacy are aired over the radio. Officials believe that only through such a motivational campaign can literacy be "sold."

The fiscal year for GOP programs ended on June 30, after the assessment team had completed its field work. Early in July, LAMEC was able to summarize its 1985-1986 accomplishments as follows: "LAMEC has been able to achieve the targets set for the year...in the context of available resources of Rs 60 million. Against 14,000 centres, LAMEC was able to establish 15,000. Of these, five thousand centres have completed their six months course up to May 1986 and made more than 60,000 persons literate."

The MOE noted that: "LAMEC has prepared a nation wide literacy programme to achieve the target of 50 percent literacy by 1990 as declared by the Prime Minister on December 31, 1985. LAMEC plans to establish about 100,000 centres in all districts and agencies of the country to make 13.5 million people literate by 1990.

a. LAMEC National Program

Great reliance is being placed in the National Program on the literacy efforts of other organizations, both governmental and private. These institutions include provincial departments such as Social Welfare, Women's Division, Local Government, and Education; and private entities such as All Pakistan Women's Association, Adult Basic Education Society, and several Muslim societies. In this situation, the LAMEC provincial headquarters may operate the program in collaboration with the organizations, supply the primers, pay the instructor salaries, and test the students.

The stated LAMEC learning/teaching modality consists of face-to-face instruction for two hours, six days a week over a 5-6 month period. This translates into a maximum of 288 hours of total exposure. The size of the classes is 20-25 students. Local school teachers and other members of a community are recruited as instructors. These are paid, according to LAMEC, an honorarium of Rs 250 per month, but the instructors for the collaborating institutions in the survey received Rs 200.

In the early period of the National Literacy Plan, LAMEC made extensive use of the literacy primer "Naya Din," prepared by the Adult Basic Education Society. Later, primers developed by the Punjab Adult Education Directorate were adopted and still serve as the official LAMEC texts. New primers prepared by LAMEC staff members are currently being printed and are slated to be distributed in the near future.

The progress in implementing the national literacy campaign to date has been lower than expected. A number of problems have surfaced after only a few years of operation -- some endemic to mass literacy campaigns run by centralized authorities and others related directly to problems in LAMEC's organization, accountability, financing, training and followup. Taken in their totality, these problems cast serious doubt on LAMEC's capacity to implement the National Literacy Plan in the stipulated time, especially if resources are not increased.

The target of 7,000 centres in the National Program has since been scaled back to 5,000. As of March 1, 1986, 10,991 centres had been opened out of the lowered target of 14,000 nationwide, of which 3,399 are centres in the National Program. The LAMEC statement on the previous page updated these numbers to 15,000 opened and 5,000 completing a cycle.

A serious situation existed in the National Program. The responsibility for implementing and supervising the literacy effort rested with part-time District Literacy Organizers (DLOs). These individuals were not exclustive employees of LAMEC. The LAMEC plan to hire full time DPMs instead of the part-time DLOs should substantially strengthen the overall management.

b. Selected District Programs

Delays in the approval of the various phases of the literacy plan have continually plagued LAMEC. The proposed Two Year Plan of 1984-86 was approved only in September 1985, forcing the original plan to be redesignated as the Two Year 1986-88 Literacy Plan. To avoid the prospect of having to meet the five year targets in only two years, LAMEC proposed a new supplementary scheme to expand the Selected Districts Program from 9 to 17 and thereby reach the planned targets on time. This would result in 24.5 million people being literate out of a total projected population of 69.54 million persons aged 10+ by 1988, a virtual doubling of the literate population. An additional 12.4 million people would need to be made literate to have 36.9 million literates out of a total projected population of 73.9 million by 1990 - the Prime Minister's 50% literacy rate. Supplementing the information, LAMEC declared: "The present literacy programme aims at making 13 million people literate out of 50 million illiterates. The clientele is so large that in the immediate programme, it will have enough enrollment anywhere in the country."

Undaunted by the delay, LAMEC has forged ahead vigorously to put the first phase plan into action. In all the selected districts, the full formation of administrative, supervisory, training, and accounting staff has been

appointed. Many of these staff members have been in place since August 1985, even before approval of the PC-1. They quickly began establishing literacy centres, and the first cycle of classes was launched in many centres at that time.

The original target of 2,000 centres per selected district was reduced to 1,000, making 9,000 in total. As of March 1985, 7,482 were operating in the Selected Districts. The cause of this shortfall may be a combination of less money being released to LAMEC than allocated and some difficulty in attracting participants to enroll in some areas. Also, there is the problem of seasonal migration of many residents in parts of Baluchistan during the winter months, which apparently makes it difficult for the LAMEC program in Quetta District to operate two cycles a year.

Supervision in the Selected Districts is quite solidly organized. Here the full complement of supervisory personnel is available to make field visits and appears to be doing so. The district field officer and, to a lesser extent, the district project manager in one model district that was studied follow a visitation schedule three days a week and make four or five visits to each of two tehsils per month. The assistant field officers follow a four-day field schedule to visit 16 to 20 centres a month. The part time senior supervisors visit at least one centre a day.

One constraint appears to be access to transportation. In one district, one van and driver were available for the use of the officers plus three motorcycles. Two senior supervisors have their own motorcycles which they use for project duties. The demands of supervising 1,000 centres put considerable strain on these few vehicles. Travel allowance and a daily allowance of Rs 40-65 per day are given to compensate the cost of making field visits. But the part time supervisors get no assistance and must arrange their own transport. One problem that has been particularly difficult to overcome is the lack of public transportation at night when most of the male literacy classes are held.

The Commission moved forward in its plans for post literacy maintenance work. It reported in July that: "For its post literacy programme, LAMEC is in the process of printing 35 booklets on various topics of interest to the neo-literates. These booklets are being distributed:

- To the neo-literates individually.
- Being supplied to the village reading rooms which are being established in the 9 Selected Districts. So far, 150 village reading rooms have been established.
- Through box libraries which are being established by the Asia Foundation."

These are valuable additions to the program for literacy and should not only assist the neo-literates in the non-formal efforts, but should be of great utility to the children in primary schools who currently find little to read in their villages and, thus, many regress toward illiteracy.

Many of LAMEC's current problems might be overcome if greater attention were given to the training of its own personnel. To its credit, LAMEC staff includes many competent administrators and supervisors who are committed to their work. However, few of these individuals have had any direct experience in the field of literacy. Those with preparation in teaching were from primary and secondary education.

c. LAMEC Testing and Literacy

The LAMEC definition of literacy -- reading a passage and writing a letter -- is standard. The students were reported, however, to usually read from the primer, generally quite well memorized, and questions were asked. They are sometimes written from dictation. The field reports from staff and students appeared to show a lessening of the LAMEC testing requirements.

The time frame for the literacy course, 288 hours if a student is present at every session, is less than the time stated by the Experimental World Literacy program (300 to 500 hours depending upon previous preparation). The literacy teachers in the case study survey all complained that six months was too short, that the participants were only beginning to grasp the fundamentals in that time. The non-LAMEC programs in the survey all run from 9 to 18 months. (The Chapter VI Annex in Part IV and the case study report, Part III, provide further information.)

In April 1986, LAMEC reported that as of March 1986, 25,063 people had been made literate in the two programs, 23,902 from its Selected Districts program, leaving only 1,161 from the National Program. An additional number, 3,202, were listed for those studying with individual, volunteer teachers. No numbers were cited for the cooperating institutions; data from the team interviews would account for at least 20,000.

LAMEC reported on July 15 the following progress of its National Literacy Programme as of the end of May 1986:

> "First Cycle: centres opened, 14,723; centres closed, 327; centres completed, 5,125; persons graduated, 62,231; persons still learning, 184,121.
>
> Second Cycle: centres opened, 561; participants, 11,487.

In a nutshell, 257,839 participants have taken part in the literacy programme out of which 62,231 participants have already graduated."

Although it has no experience in formal education, LAMEC has recently proposed that it conduct drop in schools (accelerated primary classes) for out-of-school youth. LAMEC characterized its drop in schools programme as: "The drop in schools project is an innovative programme in the non-formal sector of education for young children of age 10-14. The purpose is to complete, in a non-formal way, primary education in two years to make such children eligible for formal education. The drop in schools programme is being launched in 9 Selected Districts where LAMEC has already established a dependable field organization."

d. Proposed LAMEC Incentive Programs

Attendance figures serve as the basis for substantial cash transfers from LAMEC/Islamabad to the field offices to pay teacher honoraria and the travel expenses of field supervisors. The potential for inflating data seems to be the reason behind the delay in the approval of the PC-1 in 1985 and the slow release of program funds since then. Planning and Development and Finance Ministry officials are currently, with LAMEC, reviewing the efficacy of the incentive system in their deliberations on LAMEC's new PC-1.

LAMEC proposed a modified system that would enable prospective literacy teachers to receive cash payments of Rs 1,000 for each person they make literate. This proposal met with skepticism from some federal and field officials who felt that such a system would invite abuse. They pointed out that at least Rs 13 billion would have to be allocated to make 13 million persons literate by 1990. The proposal has recently been rejected by Planning and Development officials.

In its place, LAMEC has proposed a result-oriented plan that adopts some of the features of the first plan but with more built-in conditions. This plan calls for literacy teachers to continue to receive their current Rs 250 per month honorarium as a base salary. In addition, a teacher would receive a bonus of Rs 200 for every person made literate by the end of training. The bonus would not apply to the first ten students made literate. For any number over 20 and up to 30, a bonus of Rs 500 per person would be given. Additional conditions would need to be met. The learner would have to be enrolled in the class from the beginning and be present throughout. This would be ascertained both by supervisor records and from a visit by the DPM after three months. Secondly, persons under 10 years of age would not count toward the bonus that applies to the twenty-first person and above. Thirdly, the DPM would need to be present at the time of testing to certify the results. The examinee would not be permitted to take a repeat test for the bonus to apply.

LAMEC officials believe that such a plan contains sufficient safeguards to minimize abuse. They concede that the plan could be potentially costly, but feel that the difficulty of meeting the conditions will probably hold costs down. The total cost of the bonus plan if up to 30 students are made literate could reach Rs 7,000 per centre per cycle. If the standard honorarium costs are factored in, the total cost comes to Rs 8,500.

e. Councils to Monitor LAMEC Operations

Federal officials have anticipated some of the accountability problems and attempted to minimize the consequences by adding a parallel advisory structure. The National Coordination Council for Literacy and Mass Education was created in 1983 to formulate policies and monitor the Commission's implementation. While the Commission is concerned directly with only the Selected Districts Program, the National Council's purview includes both programs. The National Council is composed of the federal and provincial education officials, the Secretary of the Ministry of Education, representatives of Planning and Development, Finance, Local Government, and Women's Division Ministries, the Vice-Chancellor of Allama Iqbal Open

University, and the Chairman of the Literacy and Mass Education Commission. The key figure would appear to be the Secretary of the Ministry of Education, who sits on both the National Council and the Commission.

Similarly, Literacy and Mass Education Councils have been set up in the four provinces during 1985 and 1986. The provincial councils are charged with the comparable responsibility of overseeing the provincial operations of LAMEC. Included in the membership of the provincial councils are the provincial Minister of Education, who acts as the chair, the provincial Secretaries of Education, Finance, Local Government, Planning and Development and Social Welfare Departments, and the Resident Director, who serves as its Secretary. It is too early to tell whether the provincial councils will function effectively as watchdogs over the programs. Experience to date suggests that the Councils have not yet become particularly active in this regard. The Punjab Provincial Council, for example, was convened for the first time in April 1986 -- one month before this report was written.

A second organizational development is LAMEC's directive to set up district literacy committees as advisory bodies to the model district programs. It is intended to extend this advisory role further down with the creation of literacy sub-committees in the union councils. The latter would be presided over by the chairman of the union council and would include the local Imam and two other respected persons. If these committees function well, they may give LAMEC a grassroots supervisory presence that it has lacked up to now. Thus far only the Sind Province LAMEC has pushed ahead vigorously in creating the district literacy committees and the union council literacy sub-committees.

Supervision originates at the lowest level of the hierarchy - the Local Supervisors. Because these individuals are recruited from the communities in which the literacy centres have been established, they are known personally to those who serve as the teachers. This, together with their part-time status and meager compensation, may have a tendency to weaken their authority and affect the reliability of their reports.

Supervision at the next level, the Senior Supervisor, is considered to be more reliable. Individuals at this level supervise 15-20 part-time local supervisors, giving them a certain degree of detachment from community dynamics. Local supervisors' commitment to the national literacy effort may be enhanced by improving their training and negotiating a system for community accountability of the literacy program. Literacy subcommittees at the union council level composed of elders from the villages might strengthen the position of the local supervisor.

Decisions as to how new literates are to be tested have, until very recently, been left to the discretion of the resident directors. This has resulted in a lack of uniformity in testing procedures from province to province. LAMEC headquarters realizes this and has recently issued a directive that literacy should be tested through both written and oral means.

2. All Pakistan Women's Association (APWA)

The oldest continuously operating literacy program in the nation is that run by APWA. Beginning almost immediately after independence, it has provided literacy training for perhaps 100,000 girls and women. Most of that program during the first 25 years was a part of the Association's general uplift for girls, taking them far enough fast enough to enable them to enroll in APWA's colleges or upper skills program, and that is still a major aim.

The effort was severely hampered with the nationalization of most of its institutions, not all of which have been returned. The loss also discouraged many members, bringing about reductions in contributions and volunteers. A partial solution has been collaboration with other programs for continuing uplift of women: the provincial departments of social welfare, municipal corporations and local governments, factories, businesses, LAMEC, and Muslim societies.

The APWA literacy work begins with 2 to 4 hour sessions per day, depending on the setting. Classes are kept small, possible through a combination of paid and volunteer staff. The LAMEC primer, plus a commercial arithmetic book are used during the first few months. When the students have mastered these, they move, on an individualized basis, into higher level government and commercial books. Enrollment varies from 9 to 18 months, depending upon how much schooling, if any, they have had before. Most speak a language other than Urdu, and require a longer period to master the materials. APWA expects the women to perform at a fifth grade level and reports that, with time, they all do.

The APWA staff and volunteers have years of experience and that furnishes solid training for new instructors and volunteers, not only before they begin but with frequent assistance all through the classes. In some programs, LAMEC furnishes its primer, some other supplies, and pays the instructors Rs 200/month for two daily sessions. (Some in the survey had not been paid for 3-5 months.) Other organizations, when they can, help pay the salary; in others, it is paid by APWA. All other materials, supplies, the site, supervision, and orientation for the women is provided by APWA. In the APWA-Social Welfare collaboration, much of the guidance is given by the professionals in the department.

APWA currently has just over 5,000 girls and women enrolled in the literacy part of their programs, an increase over last year. Renewed and new participation by women in the Association is increasing and, as it grows, so will the programs of this private, non-profit organization.

3. Adult Basic Education Society (ABES)

The Adult Basic Education Society is a non-governmental organization that operates a small literacy and adult education program. The ABES literacy program in 110 literacy centres serves about 2,000 students per cycle in the Gujranwala area of the Punjab. This number represents the maximum effective scale that is possible given the face-to-face teaching and its capacity to supervise the centres properly. ABES opens centres only when community leaders request them. A committee must be formed to obtain teachers and a meeting place, and to resolve problems that may arise.

Centres are organized according to a "circle" of six villages clustered so they will be easy to supervise. The circle consists of a mix of villages that are located in familiar areas as well as those that are new. The present program is managed by a central staff of four persons and eight local supervisors. The local supervisors monitor twelve centres instead of six due to some villages having as many as three teachers. The close contact between supervisors and centres is an important part of the system.

Teachers in the ABES program are drawn from the local primary teachers, shopkeepers, or other persons with some education. They are trained through a short initial course followed by monthly refresher sessions. Training consists of the specific method for teaching with the primer and to use the teaching aids of flip charts, flashcards, and the blackboard. The teaching method follows the principle of easy to difficult, the known to the unknown, and self-felt needs to observed needs.

In addition to the primer, 150 other simple, topical booklets on useful subjects have been developed to provide followup material. In the health area, for example, these cover such topics as child health, pre-natal care, principles of nutrition, various diseases, and first aid. Other topics include vegetable growing, finding jobs, dowry, the danger of going into debt, and good farming techniques. A periodic newsletter is published to share news among the information literates. Learners must purchase their own books.

Since its first pilot project in 1963, ABES has increased the number of participants in its program from 285 to the present 2,000 per cycle. It reports a lowering of the drop-out rate from 80% to a low of 7% for the face-to-face program. Since 1978, when comprehension tests were begun, ABES reports the pass rate (from its own testing) in a range of 75 to 90%. In a 1978 internal literacy retention study, a sample of 537 women and 477 men who had participated in the 1975-76 literacy program was interviewed and tested. Sixty-four percent of the subjects still had a fair to good reading ability. Fifty percent said they made use of their writing skills for letters and keeping accounts. Ninety-two percent felt that they had derived some advantage from their literacy.

Some years ago, ABES cooperated with the Pakistan Television Corporation in a mass literacy program in which television served as one of the the vehicles of instruction. The program consisted of 156 half hour televised literacy lessons produced by Pakistan Television Corporation, broadcast between 1975 and 1983. Learners saw the telecast lessons in organized groups in 137 Community Viewing Centres throughout the country where 15,784 individuals watched the program. Instructors worked with the groups before and after the telecast.

An internal evaluation of the first pilot reported that the technique could, with a good field component, teach literacy to a mass audience. On a post test of reading, writing, arithmetic, and comprehension of concepts, 95.6% of those taking the test passed where pass was defined as a score of 50% or more. This was accomplished with a reported drop-out rate of 13.6%. The literacy facilitators were trained in techniques of group learning. The teachers spent the second half of the learning session repeating elements of the televised lesson, assisting students in practicing their skills and answering questions. Per-student costs of the televised series were estimated at Rs 144.12 ($14.41) in 1977 (Rs 230.59 at the May 1986 rate).

The program was terminated in 1983 due to commercial competition for air time and because of difficulty in raising enough revenue to keep the program on the air. Attempts to revive the program have not been successful and probably will have to await the advent of the proposed educational television channel in 1987.

4. Basic Functional Education Programme (BFEP)

The BFEP was an outgrowth of a former, experimental program, the Functional Education Project for Rural Areas (FEPRA), which operated from 1982 through 1985. The present operation began in July 1985. The experimental program was undertaken by the Allama Iqbal Open University to develop and field test an effective instructional package and outreach system for delivering appropriate education to the illiterate populations. It was predicated on the assumption that a relatively large audience could be reached at relatively low cost by a distance education institution.

The subjects to be covered were: health problems caused by polluted water and poor hygiene; institutional deficiencies; agricultural problems related to lack of credit; improper animal husbandry; and hazards brought on by the electrification of villages. These and other community concerns were identified through extensive field surveys and needs assessments conducted in the project area. Specific bodies of information and skill necessary to improve conditions were elaborated. Out of this planning and design process emerged a set of six courses: 1) Child Care; 2) Sanitation; 3) Livestock; 4) Poultry; 5) Agricultural Credit; and 6) Electricity. These became the core of FEPRA's instructional package.

The low level of literacy necessitated the communication of useful information without reliance on the printed medium. FEPRA employed audio-cassette presentations combined with flip charts, picture handouts, and group discussions. This was supplemented by visits of subject experts in the form of local extension personnel from several departments.

FEPRA was implemented on a limited experimental basis because of AIOU's lack of experience. A cluster of 40-50 villages in the Kharian Tehsil of the Punjab, located about 150 miles from Islamabad, was selected as site for the experiment. Group leaders from the villages were identified by the AIOU field team and given training in the course content and in group facilitation techniques.

One course cycle was completed over a period of 6-8 weeks. Learning sessions were held twice a week, lasting one hour or a little longer. Although the course length is relatively brief, only two course cycles could be held a year due to the farmers' work during the growing season.

An external evaluation done of the three year experience of this project concluded that FEPRA had developed both an effective instructional package and a successful outreach strategy. Post tests of the participant comprehension and retention revealed that more than 50% of the residents knew the correct answers. Although no study has been made of the degree to which new behavior has been adopted, the evaluators noted that "there was much evidence to show that a large number of small changes of practice have taken place as a result of the courses."

UNICEF/Punjab has apparently utilized some of FEPRA's materials for its courses on nutrition. Pak-German Basic Education in NWFP is also adapting them for their own non-formal educational program.

BFEP has the potential for much greater expansion in Pakistan. AIOU's system of fourteen regional centres offers a ready infrastructure to manage such an expansion. Moreover, there are indications that exposure to a first course may set the stage for a followup literacy program, and AIOU is planning such a synthesis of the basic functional education approach and literacy with possible funding from UNICEF for a trial in Baluchistan. A proposal from AIOU to develop a functional literacy approach in collaboration with several US literacy resource programs is now before the USIA. If developed, such initiatives would appear to enhance AIOU's capacity to develop an effective followup program to its basic functional education model.

5. Integrated Functional Education (IFE)

A followup activity to the functional education model of FEPRA/BFEP is the Integrated Functional Education project of Allama Iqbal Open University. The project is to be launched in June 1986; it is a reconstituted version of a one-year-old literacy project just concluded. It was justified from a recognition that its basic literacy develops insufficient skill to be sustained without a post activity, and that women must also acquire skills that will result in savings and earnings if they are to progress satisfactorily.

The first goal of the project is to assist young females who have learned to read and write to reinforce their skills as part of a process of continuing education. The program thus acts as a functional literacy program and as a non-formal parallel to the primary school curriculum. The second goal of the program is to provide students with training in income saving or income generating skills. The third goal is to raise the awareness and capacity of participants to change conditions of their family and community life.

The program is to be divided into several phases beginning with a six month basic literacy program. Following that are four month phases that begin at third grade and proceed through fifth grade. Organizers anticipate that the entire sequence will take 18 months to complete. It is hoped that upon successful completion of the sequence, learners will be able to enroll in an AIOU middle school distance education program now under consideration.

Skills training will include sewing, embroidery, basket making, cooking, knitting, or others proposed by the participants. Course units from the FEPRA project will be adapted for consciousness raising.

The Integrated Functional Education project is intended for rural and urban female audiences. Female dropouts aged ten years and older are to be targeted since this population is often ignored. AIOU staff believe that the lure of skills training will motivate girls to persevere through a fairly rigorous educational experience that may ultimately lead to a middle level equivalency.

The project will be run on an experimental basis for the first three years. At the moment, plans call for ten literacy centres to be established in the Rawalpindi area, five within the city itself and five in surrounding rural areas. Close proximity to AIOU headquarters was regarded as essential for monitoring such an experiment.

The length of the sessions has been set at three hours for six days, not an inconsiderable time investment for girls whose services are needed at home. The first two hours are to be used for literacy instruction. Activity in the third hour will alternate between skills training and functional education courses. AIOU is attempting to produce its own texts in a very short time and will utilize those of other organizations if needed.

The project will be administered by a full-time manager, two field coordinators, and a support staff. Part-time teachers, recruited from the local area, will be compensated at Rs 500 per month. Teachers will take a ten day training course on methodology to be arranged in cooperation with local education institutions. Funding and collaboration are being sought from USIA and UNICEF.

6. National Institute for Communication through Education (NICE)

This institute was created recently by the federal government to harness the potential of modern communication methods for educating and developing the country. NICE was established on an experimental basis under the Primary and Non-Formal Wing of the Ministry of Education.

The genesis of the National Institute for Communication through Education can be traced to a USAID project paper in the mid1970s calling for the creation of a Development Support Communication Centre. Such an institution was felt to be necessary to "establish the integrated, coordinated use of the mass media in support of the development ministries' efforts in rural areas."

The government scheme that emerged from this early proposal assigned to NICE a more comprehensive role: to provide materials and aids for science and mathematics instruction in secondary and technical institutions; and to provide support to the learning needs of neo-literates. The former was to be accomplished through self-learning packages, while the latter was to consist of materials developed in collaboration with LAMEC. Special attention was to be given to improving the design, layout, and visual representations of existing printed materials. It is anticipated that NICE will design communication strategies that focus on health, nutrition, agriculture, population planning, and rural develop In addition, audio-cassette modules are to be developed on Islamic studies fo Pakistanis living abroad.

NICE has not begun to implement most of its plans. Three staff consisting of a designer, a cameraman, and a puppeteer have been appointed. The main product so far appears to be several audio-cassette tapes on Islamic studies. At this point, NICE appears to be a promising idea with an uncertain future.

7. Rural Education and Development (READ)

Rural Education and Development (READ) is an experimental non-formal education project of the Primary and Non-Formal Education Wing of the Ministry of Education. The project was initiated in 1977 in collaboration with UNESCO under the designation of Experimental Pilot Project Integrating Education and Rural Development. A 1980 evaluation of its first four years concluded that although the project had not achieved its original potential, the basic concepts embodied deserved continued experimentation. The project was thus reorganized in 1981, along the same basic principles, under the title READ.

The philosophical roots of the project reside in the notion that the effectiveness of education in a rural context can be maximized by integrating all sources of learning in the community. The specific objectives of READ are stated as follows:

a. To organize an integrated package of non-formal education that will address the need for literacy, skills and functional knowledge;

b. To develop effective teaching/learning methods;

c. To establish non-formal educational institutions that would help to make primary education universal, raise productivity, generate income, and generally assist youth and adults to participate effectively in the local and national economy.

The institutions that were assigned this task included: mosque schools, mohallah schools, women education centres, village workshops, adult literacy centres, and community viewing centres. It was assumed that the simultaneous functioning of these formal and non-formal components would provide the comprehensive coverage needed to fill the gap created by the limited availability of primary education. READ is a combination of formal and non-formal approaches.

Thirty-two villages in the Islamabad Federal Area were selected to be the READ pilot project sites. Responsibility for the implementation and management of the READ program rests with a Ministry of Education team consisting of a project director, two senior research officers, an educational facilitator and a vocational supervisor. In addition to supervision, the education facilitator is responsible for bringing work orders and raw materials to the Women Education Centres and Village Workshops and for finding markets for the goods produced. Modest salaries are paid to the local personnel.

The women education centres and the village workshop are expected eventually to generate enough income to finance all five components of READ. This is a rather considerable burden on the skill training components, and production has not been regular or in sufficient quantity.

The effectiveness of an integrated approach such as READ depends heavily on every piece being in place. Only two of the original villages have all five components; 30 have only one. Nevertheless, the number of villages was expanded from 32 to 57. The lack of progress in implementing the full complement of components does not bode well for READ's determination to uphold its design.

If effectively implemented, READ has the potential to determine whether an integrated approach will obtain the results by addressing the multiple educational needs of a community. Closer attention to specific problems in existing sites and perhaps less concern with further expansion to new sites is advisable. Project staff is well aware of this need.

D. SKILLS WITH LITERACY

Some of the programs previously described have skills components built into them. There are many others, however, in which the vocational or living skills portions are the principal vehicle. Literacy and/or upward movement in education is seen as important in itself and vital to the acquisition of skills.

A few skills programs are well known but there are many others, mostly local, that play a useful role in educational uplift and employment generation. Finding a representative sample of these and studying their offerings and results was beyond the time allotted for this assessment. Instead, some were probed to give information on the types available and to furnish a basis for further study.

Additional data on skills/literacy programs were sought in the case studies and are presented in Part III. Some information from those has been incorporated into this chapter. Further, the interviews with parents and community leaders pointed out some issues that set the tone for the present section:

The outreach of the existing programs is weak:

- 69% said no literacy program existed for boys and 79% said there was none for girls, 15% more said "don't know." But in 60% of these communities, a program existed.
- 62% said there was no skills training for boys and 67% answered no for girls; about 14% didn't know. Some program was available in nearly half the sites studied. Of the few who knew of skills training, many described individual apprenticeships with local tradesmen.

Community perception of some known programs was favorable:

- About 80% of the known literacy programs were described as "good," a few were "too far," or with "inadequate facilities."
- Just over 90% found the skills program useful but some were described as inaccessible.

Those programs that do exist and try to furnish some help to out-of-school youth, but some do not fulfill their mission in the communities. (See Part III for more details.)

The sections that follow furnish brief sketches of some programs to illustrate the range of skills training available. Their incorporation of literacy and/or increased general educational opportunities are summarized.

1. Ministry of Labour

   The most widespread skills training is provided under this government entity. The vast majority is for males but there are a few for females. These operate in special training sites, as apprenticeships, and as on-the-job skills acquisition. Few directly offer literacy instruction but all of the schools teach some mathematics and other courses directly related to the job. Many could incorporate more general education if funds were available.

2. Provincial Departments of Social Welfare

These offer some skills training for males but their offerings for females are more extensive. All of them include some literacy work and most have a regularly required set of courses for those that need them. The departments often work in collaboration with private, non-profit organizations to accomplish their goals, especially the All Pakistan Women's Association and some Muslim organizations.

Since Social Welfare works mostly with the poorest of the poor women, the skills imparted are generally at a beginning level, are those that will help women save money in the management of resources, and some help generate income on a full or part-time basis. A few programs go beyond this into secretarial, business operation, and farming skills. The institutions are most often called Ladies' Industrial Homes. Most participants rated the programs as "very useful" in the case studies and often commented that this was their only opportunity to better themselves.

3. Provincial Departments of Education

The provinces have a few lower level skills programs for out-of-school youth, some pre-vocational courses at middle level, and a wide variety of secondary vocational and technical schools. Those for boys predominate but there are some for girls. Further, some colleges offer vocational and technical courses.

The departments know their offerings are too few and are striving to increase them. These programs are expensive and, under the present tight budgets, expansion will be slow.

The regular school curriculum guides include some pre-vocational training in primary and middle school, but these are seldom implemented. Lack of funds, equipment, and trained teachers impede their realization. The agriculture components could be offered in at least a simple way, and Chapter IV urges their revitalization.

4. Private for Profit Training

All cities and some towns have from a few to many businesses that operate training schools. These include, for boys: auto mechanics, appliance repair, computer operation, and equipment operation, to name but a few; for girls, all the business courses are available plus some other skills. All charge relatively high fees and most require at least eighth grade education. They are thus not opportunities for poor primary drop-outs.

Factories often provide entry and improvement training for their employees and many of these include literacy and mathematics skills. Again, most are for boys but those in the foods and textile industries are usually open to girls. In theory, illiterates could enter these courses, but in practice, the factories prefer at least middle school preparation.

5. Comprehensive Training Academy

This organization, as an adjunct to the Capital Development Authority, has several missions in the Islamabad Federal Area, including skills training and literacy for federal employees and their families, especially the villagers displaced by the construction of the capital. The Academy may be able to offer training later in other parts of the nation.

6. National Zakat Foundation

This Muslim organization operates a number of industrial centres that cater especially to women who suffer severe economic hardships. The centres are predicated on the Islamic charity known as zakat. They resemble many other women industrial centres except that they perform a rehabilitative function for destitute females. Women are given a stipend of Rs 200 per month to support themselves while they take the 6-12 month training course. At the conclusion of training, they are usually provided with a sewing machine to help them get started. In cases where zakat centres give training to poor males, the student will be issued a set of tools to practice the trade in which he has been trained. Zakat centres are popular; the number of applicants for their programs is very large. The centres constitute a means of reaching the poorest of the poor.

7. Family Welfare Cooperative Society (FCWS)

This society is a voluntary, non-profit agency located in Lahore, Punjab Province. The Society was founded in 1957 by a group of women social workers who were committed to assisting the less fortunate women of their community. The aim of FWCS is to provide training and work that assist females to become economically independent. FWCS operates a multi-functional program consisting of an industrial home, a secretarial course, literacy centre, "clean spice" business, destitute women's hostel, health unit, health outreach program, and a marketing system. The industrial home is the nucleus for many of the other programs of the society. Like other industrial homes, FWCS provides training in the "traditionally female" skills of sewing, embroidery, knitting, crochet, and toy making. As many as 800 women participate in all of the departments. FWCS insists on high standards of quality since, unlike most industrial homes, it actively markets the products of their women workers. Girls are rewarded for outstanding skill by being given a machine for additional practice. A special incentive bonus of 20% above their regular wages is given to spur production and maintain quality. Prizes are awarded for high quality and volume of work, and good attendance. A special six-month training course leading to a certificate allows girls to secure jobs as instructors in industrial homes.

The "clean spices" unit processes and packages various herbs and spices, and also prepares various pickles, jams, and jellies. These are marketed locally providing a small income to the uneducated older women who do this work.

FWCS aggressively markets the products made by its trainees and workers at a permanent outlet in Lahore and through highly visible exhibitions every three months at hotels and other places. One recent exhibition netted Rs 42,000. While some of the proceeds of their sales are invested into the Society's programs, a generous share is apportioned to the women producing the goods. For example, a woman who makes a tablecloth that sells for Rs 795 will receive Rs 300 in compensation for her work.

FWCS also operates a secretarial school. Up to 35 girls are enrolled in the 6-9 month course which includes typing, shorthand, and bookkeeping. Although most girls come into the program with an intermediate level education, their English language skills are upgraded through a business English class. A library is also provided. The course is taught by two qualified female instructors.

FWCS assists in job placement by keeping abreast of ads and recommending their girls for jobs discovered through an informal network of employers. Trainees in the industrial home often are employed on the production line of garment factories and as instructors in industrial homes. Secretarial students find jobs as steno-typists in both government offices and private firms. A 100% employment rate is claimed for the students completing the secretarial course.

A literacy program was started in 1983. The course runs for nine months and is organized into two sections, one for younger out-of-school children from age five and another for older females in the immediate neighborhood. The teacher is paid Rs 350 per month. LAMEC was involved the first year, but then discontinued financial support. One measure of the success of the program is that FWCS manages to enroll many of it literacy students into regular primary schools. In this same regard, the Society also operates a primary school for some 200 children of workers and staff.

Accommodation is provided in a hostel for 50 economically disadvantaged females. The idea behind this is to give temporary housing to such individuals while they acquire skills that will enable them to become self-supporting. The support includes attention to their medical and nutritional needs. Residents are required to take literacy classes along with their skills training.

FWCS is endowed with good physical facilities which include, in addition to a well equipped training workshop, a large community hall, a health clinic, and a soon to be opened 80 bed maternity hospital. The Society also delivers outreach health education and care through units in two katchi abadis slum areas in Lahore.

The impact of FWCS within its effective range of coverage appears to be substantial. Assistance to 55,300 women and children was given last year and this number is expected to reach 70,000 this year. The Society's plans call for initiation of programs in new areas: establishment of a primary school and extension of health care to the katchi abadis, the construction of a health clinic in one, and a proposed cooperative bakery for residents there.

Not surprisingly, the Family Welfare Cooperative Society receives financial support from numerous individuals, businesses, and institutional contributors. Among the government and international institutions supporting FWCS are the Zakat Foundation, the Punjab Department of Social Welfare and the Women's Division, the Canadian International Development Agency, Oxfam (England), and the Algemeen Diokonaal Bureau of the Netherlands.

8. Behbud Association

This Association is a registered non-governmental organization devoted primarily, but not exclusively, to the development of education, health, and

employment of females. It originated in Rawalpindi/Islamabad in 1967 and evolved from its modest beginnings into a national organization with branches in all four provinces. Behbud conducts its multi-functional programs entirely through the services of volunteers. Its membership is open to all adult women 18 years of age or more who agree with its aims and philosophy.

Behbud's main program is skills training centered around industrial homes, consisting of the usual complex of tailoring related skills and machine and hand embroidery. Considerable emphasis is laid on high and uniform quality since Behbud markets its products to the affluent population at exhibitions and through its boutiques in Karachi, Rawalpindi, and Islamabad. At least 850 females benefit from the training and a share of the profits.

Behbud recently introduced programs in shorthand, typing, and basic English. At the moment, this training is restricted to Rawalpindi and Karachi. The Karachi branch of Behbud in particular has ambitious plans to expand into technical skill training through establishment of a polytechnical institute. This institution would be designed to provide training in skilled trades to both boys and girls who by their poverty are unable to avail themselves of existing training systems. Behbud has proposed courses in such areas as television and radio repair, welding, plumbing, leather technology, carpentry, dress design, and food technology. The institute would be set up in cooperation with Karachi University and Engineering University. Its intended focus on the low income population would presumably eliminate any possible overlaps with the already excellent programs of the Karachi Women's Polytechnic Institute. The current Behbud teacher training, which emerged from the early experiments, trains literacy teachers for three months.

9. Baldia Soakpit Project (UNICEF)

This project is an experiment in community sanitation and education in a squatter settlement of Karachi, known as Baldia. It was initiated in 1979 by UNICEF in an attempt to come to grips with health endangering sanitation problems in Baldia. It was the belief of the project's organizers that seemingly intractable problems can be surmounted by drawing on traditional resources within the community. The project, through organizing community members, made many substantial improvements in sanitation.

Success in dealing with the sanitation problem paved the way for a variety of educational activities. Once the project organizers gained access to the women for this purpose, it was possible to address the generally low level of female education in Baldia.

Home schools were set up to orient women and children on the use and maintenance of the latrines but they have now included general education. There are 107 schools serving a total enrollment of around 2,800 pupils. The schools offer approximately a primary education level, with a concentration on language arts and arithmetic.

10. Baluchistan Integrated Area Development Project (BIAD)

This project is a multi-sectoral approach to rural development, organized around the water needs of rural communities. Through funding from the

Government and UNICEF, BIAD installs water systems in villages of an experimental area and provides relevant non-formal education to females in those communities. The UNICEF non-formal education component introduces literacy training as a tool for communicating information about health, nutrition, sanitation, and for reading the Quran.

Central to the methodology is an emphasis on the development of independent reading and thinking ability. Discussion is used liberally. To break down the notion of the teacher as an authority figure, they are encouraged to sit on the floor in circles with their students. The teacher is trained to guide students in applying literacy to the solution of their problems.

ABES' "Naya Din" is used as the basic primer for the first part of the course. Interest is sustained through the use of games and clever teaching materials. Picture/word cards accompanied by a line of questioning helps to relate written symbols to objects, while number recognition ability is strengthened with flashcards. Boredom is relieved with matching word games, Urdu Bingo, and the Climbing the BIAD Ladder board game. Flip charts depicting health themes are used to evoke sentences which students learn to write. By increasing student participation, such teaching aids, however basic they may appear, promote a learner centered environment which is rare.

The original goal of the BIAD/UNICEF literacy program was to train 1,300 village women to teach basic literacy, hygiene and nutrition fundamentals to girls in 640 villages. This would enable 7,000 village females to be taught over a five year span. Women with at least a few years of schooling were to be recruited as teachers. The training and supervision of the program were to be handled by six mobile teams.

The instruction is held six days a week. Initially, sessions ran for two hours, but this was subsequently reduced to 1 1/2 hours. The time is fixed in the early weeks of instruction but later becomes more flexible. Female participants range in age from 12 to 50 years with both married women and unmarried girls in attendance. Instruction is conducted in one of the languages of Baluchistan, although teaching Urdu is a major goal of the program.

In practice, the BIAD/UNICEF literacy program has not fared as well as its organizers had hoped. At the end of 1984 an evaluation found the total number of village women trained as teachers was 15 and the total number of female students was 252. This mid-term result would hardly lead to the planned 7,000 females by the end of the project. The slow progress of the literacy program was said to be due to the low level of female education in Baluchistan, early marriages, and the subsequent relocation of girls. Plans now call for bringing the BIAD/UNICEF literacy program under the aegis of LAMEC.

11. Sample Industrial Homes

The features of two relatively small women centres are summarized below to provide information about this type of program. These include the Gunj Community Centre in Peshawar, NWFP, and the Adare Baha Lee Mustakeen Centre in Quetta, Baluchistan.

Gunj Community Centre

The Gunj Community Centre is described as a social welfare self-help centre. It's main educational activity since the opening in 1964 has been skill training for girls. About 160 girls come in morning and afternoon shifts of 80 students to learn a selection of skills including sewing, machine and hand embroidery, pin and thread design making, and carpet weaving. Girls who do not attend school come in the morning and those enrolled in school come in the afternoon.

Gunj also runs a literacy centre which began in November 1985. About 25 students enrolled at first, but up to 40 attend now. The program is run under LAMEC supervision and financial support. Girls attending the literacy class do not also attend the skill training program. The ages of the literacy students range from 10 to 40 years with the average about 25.

The centre also operates a health clinic which serves the local community. The clinic has a doctor and health assistant.

Gunj is funded by donations from the community. It also receives a Rs 25,000 year grant from the NWFP Department of Social Welfare.

Adare Baha Lee Mustakeen

The Adare Baha Lee Mustakeen Centre operates a relatively broad training program. It offers the standard training package of sewing, and hand and machine embroidery. Adare functions as a small-scale production facility making uniforms for students in a nearby school, and for police and military personnel. The orders give trainees experience in making garments which have to satisfy strict requirements of quality.

The literacy centre is run in collaboration with LAMEC. The class is composed of 20 children, 4 girls and 16 boys. None of these students participates in the other programs. The literacy classes were started in December 1985.

In addition, Adare also operates a Quranic study class and a secretarial training program. The latter presently trains 12 girls in shorthand and typing. Shorthand runs for six months and typing between 4 and 6 months. Girls learn English-based shorthand and typing. The ages of students in this program range from 16 to 40. They pay Rs 25-30 per course.

Upon completion, most students secure jobs as steno-typists. The male instructor, who also teaches at a local commercial institute, claims that steno-typists can make Rs 1000-1500 per month.

Adare also depends on substantial financial contributions from private donors. It receives a Rs 10,000 per annum grant in aid from the Department of Social Welfare and the honorarium payments from LAMEC.

E. CONCLUSIONS AND RECOMMENDATIONS

The Pakistani efforts to provide literacy training, and literacy combined with vocational and life skills, are difficult to assess because of their large number, and the varying and combined government and private sponsorship. The present assessment could not cover all of them but the larger ones, plus illustrative types of others, were reviewed.

As would be expected from such variety and size of programs, few general conclusions can be stated, but those few are important to the national effort. Beyond these, some conclusions were formulated about individual programs that led to useful recommendations about them.

1. General Conclusions and Recommendations

There is no single supervising agency for literacy and skills training nor is there a pressing requirement for one at this time since, in any event, the total provision is insufficient to the need. That may change in the future. There are some aspects to the array of programs that merit consideration now and in the near future.

a. The lack of simple information about programs, their locations, and targets impedes the expansion of literacy to the areas most in need.

Recommendation: A general registry should be considered that would compile the basic information to help planners locate new or expanded programs.

b. The team was informed that a high proportion of the literacy participants speaks little Urdu, yet only one of the surveyed programs declared any special attention to the problem.

LAMEC does not feel that teaching in Urdu is a difficulty in the attainment of its goals. Its own assessment was: "Urdu is the national language of Pakistan. Although it is not the mother tongue of a majority of people, yet it is spoken and understood by a vast majority. In fact, the whole population of the country is bilingual, speaking Urdu as one of the two languages."

Recommendation: A national conference should be called to examine the ramifications of teaching Urdu as a second language and to suggest practical methodologies for it.

c. Adult, non-formal education requires some specific approaches and methods if functional literacy is to be attained, yet few programs demonstrated this expertise in their teacher training. Too, each is doing its own training, resulting in high costs and often unsatisfactory results.

Recommendation: A core of specialists in adult literacy should be gathered or formed, probably best at Allama Iqbal Open University, who after appropriate additional preparation, would offer high quality, practical courses in the several universities and teacher colleges for literacy teachers in their area.

d. Almost all of the information and data on programs came from self-reporting; few had had external, independent evaluations.

Recommendation: Government and other sponsors, and any donors contemplating assistance to a program or programs, could improve or help improve these more effectively if reliable data could be obtained. Independent evaluations are sorely needed.

2. Specific Conclusions and Recommendations on Literacy Programs

With the present enthusiasm for literacy, there are many pressures to expand programs before they are ready and beyond their present capacity. These result in incomplete instructional packages, inadequate monitoring, and usually excessive costs. Inevitably, the target populations are incompletely or poorly served.

a. Most of the government programs have deficiencies in program operation; important aspects of this and suggested improvements for them are:

The LAMEC Selected Districts Program is limited to the experimental districts but when the local monitoring is in place, expansion, if at a reasonable pace, could profitably be accomplished.

The LAMEC National Program is inadequately staffed and funded, lacks appropriate monitoring mechanisms, and is producing few literates. No further expansion should be contemplated until the present work becomes effective. Further, this program is working in areas where other programs are operating; consideration should be given to withdrawing from these areas and consolidating the efforts in others.

As noted earlier, the Commission is revising its management as: "The national level component of NLP is now being placed under whole time staff for effective management." LAMEC is aware of the problems it faces and recently stated: "LAMEC is trying to make up the deficiencies in time by launching a follow-up programme."

Both LAMEC programs offer less than the recommended hours of instruction, whether measured by international standards or by the successful domestic ones. Appropriate testing would bear this out. Prior to any site expansion, LAMEC should increase instructional time in the basic program or put a followup program in operation. The booklet library is a valuable addition and will help as a part of follow-up. LAMEC is aware of the problems it faces and recently stated: "LAMEC is trying to make up the deficiencies in time by launching a follow up programme."

The proposed LAMEC Drop-in School Program should be developed in cooperation with the provincial departments of education.

The revised FEPRA project of Allama Iqbal Open University is just beginning but appears founded on practical principles. If it proceeds systematically, it is worthy of greater support. The University's Integrated Fund Education project to help women acquire salable skills is a necessary adjunct to basic literacy, but caution is urged to avoid over expansion and splintering of resources until BFEP is consolidated.

Rural Education and Development plans have an excellent concept but has expanded its operation before providing all the components to its first group of villages. All future resources should be devoted to completion of the existing sites.

The National Institute for Communication through Education is in such an incipient stage that no conclusions can be drawn about its operation.

The Baluchistan Integrated Area Development project has had a slow beginning, not yet reaching its targets in literacy. If its outreach improves, it will be serving a very needy population and will be worthy of assistance.

The provincial Departments of Social Welfare are operating literacy programs combined with or preparatory to skills training. To maximize their coverage, they collaborate with many private agencies, all of whom laud the cooperative effort. The combination can serve as a useful, cost effective vehicle for expanding literacy.

3. Considerations for Combined Literacy and Skills Training

Most of the private non-profit organizations with literacy programs, often combined with skills training, accomplish a great deal in their limited radius of action. Two programs have centres in many areas of the nation: All Pakistan Women's Association and the Behbud Association.

Recommendation: When private non-profit entitites present proposals for a reasonable expansion of their work into areas not now served by other agencies, they should be considered for grant monies based on a performance schedule and tied to evaluations.

Skills training, especially that targeted for the illiterates, poor, and the women among them, should receive high priority in the consideration for loans and/or grants. These could be for improving the present offerings and for expanding to larger populations when their plans demonstrate a reasoned, cost effective approach.

In summary, the need for effective literacy and skills training is enormous. The many government programs, for the most part, require a great deal of improvement in their methodology, target coverage, and cost effectiveness. Improvement is possible and selective proposals to accomplish that purpose, but rarely for expansion, are recommended. Expansion can then be contemplated without endangering the existing work. Some expansion in private non-profit provision of literacy and skills training is possible within a relatively short period of time. Care will be required to assure that such extensions do not overburden their operating capacity.

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VII. SUGGESTED ILLUSTRATIVE ACTION PROGRAM

A potential project structure and the contents of a possible primary education action program are presented below, in order to crystallize in more tangible form the many recommendations that have been made throughout this report. They are basically recommendations for action suggested for Pakistan's review, analysis and consideration. What is intended is the delineation of an integrated series of projects that, taken together, should result in helping Pakistan to make substantial progress toward meeting its most serious primary education problems, as pictured in the Assessment Report. The presentation is not intended to suggest what parts of the total program presented, if any, might be appropriate for external financial or other assistance, although the desirability of such assistance in some of the project areas is implicit.

The illustrative projects have been arranged by clusters, each cluster relating to a major problem area identified in the Assessment Report and containing within it several projects bearing on the problems involved.

This illustrative program as a whole has been conceived of as an effort over six years that would begin as soon as feasible. In practical terms, this means that it might start some time in 1987 or 1988, just prior to or concurrent with the beginning of the Seventh Plan Period.

These illustratively projectized suggestions are based, first, on the principle recommended earlier -- that Pakistan should focus on improving the quality of the primary school system it already has rather than on simply expanding the number of classrooms in which the present inadequate teaching and learning practices would continue on a larger scale. Thus, no claim can be made that this illustrative program shows the way, or a way, to full solution of Pakistan's quantitative problems of achieving universal attendance and 100% literacy. The projects outlined below are not aimed at suggesting ways directly to achieve universal primary education <u>but at suggesting ways to achieve a quality level of education worth making universal</u>.

A. PROPOSED EXPANSION OF EXISTING PROJECT

This ongoing project, being carried out with the cooperation of the World Bank, encompasses almost all the principles and recommendations as to quality improvement that have been mentioned in this report. It has moved from experimental to substantial to larger, in some six years, yet much remains to be done in the geographic areas in which it now operates, and additional districts need to be included. In particular, the project needs <u>closer supervision</u> and more vigorous implementation. On balance, it is a good vehicle for melding most of the needed quality improvements into the system. Therefore, the first proposal is simply that there be a substantial increase made in the resources available to the PEDEP project as it moves to cover the Punjab and to increase its coverage in the other three provinces.

Estimated Costs of an Appropriate Supplementary Grant to the World Bank-assisted Project	$ 97,500,000

The above recommendation is separate and distinct from those that follow, but it and they are deemed to be wholly compatible. It has been recommended first because it is ongoing and warrants strong support.

B. PROPOSED NEW PROJECTS

The illustrative projects that follow, while intended to be supportive of the PEDEP Program, are also supplementary to it and are conceived as stemming from an alternative though not inconsistent base. That base is a dedication to the new direction already chosen by the Ministry of Education and the Provinces to strengthen the role of the Union Councils in primary education. The final proposed project, the pilot project entitled "Beyond the Clusters," is particularly meant to reflect this new policy. The basic principles of this policy are that each Union Council would ascribe to the caveats by "consolidating" schools wherever geographic and communication networks exist, providing pre-school programs closer to home, endorsing co-education, encouraging female attendance and female teachers for Grades I-V for the coed schools, and support the development of a viable center for supervision, inservice education programs, MIS and school mapping, etc. Larger classrooms, safe drinking water and latrines should also be endorsed by the Union Councils. The program should be coordinated at this level with electricity, water, roads, and health infrastructures as recommended by the Ministry of Local Government and Rural Development. It should also include READ in some villages and draw on Distance Education (Open University) and NICE wherever possible. The 861 Union Councils that will be participants in PEDEP should be prime candidates for inclusion.

The proposed new projects are organized into eight clusters, as follows:

- A Teacher Improvement Cluster
- A Schools' Expansion and Physical Improvement Cluster
- A Non-Formal Education Cluster
- A Supervision Planning and Management Cluster
- A Curricula Improvement Cluster
- A Private Schools Enhancement Cluster
- A Student Incentives Cluster
- A Research and Experimentation Cluster

In addition, one possible project is suggested that is conceptually beyond the eight cluster framework, but which would nonetheless contribute directly to helping Pakistan achieve its primary education goals especially in light of the kinds of problems that now impede such achievement.

1. Teacher Improvement Cluster

- Establish Fourteen Superior Primary Teachers Training Colleges with research and development capability in developing curricula, teaching materials and methods; also offering Inservice Training Programs, notably one leading to a special Certificate in Primary Education after one year of residence, on full scholarship. Two such colleges would be located in Baluchistan; 3 in NWFP; 5 in the Punjab and 4 in Sind. These 14 colleges, probably based in

14 of the existing total of 78 Teachers Colleges in the country, would be turned into top quality research and teaching centers in the fullest sense. Their mission would be to produce superior teachers who would have helped devise their own curricula and teaching materials. These superior products would be provided first to the Model Schools described below and then would keep right on producing superior teachers for the balance of the school system. They would also be helping, at the same time, to upgrade all the other Teachers Colleges, while collaborating in doing so with the federal Curriculum Wing and the four provincial Curriculum Divisions and Textbook Boards.

Estimated Initial Cost @ $4 million per college:	$56,000,000
Estimated Additional Recurring Costs for First 6 Years at $2 million/year:	$12,000,000

- Establish Fourteen Experimental Primary Schools attached to each of the above 14 Colleges for practice teaching and R&D purposes. These schools, covering Grades I-VIII, would be an integral part of the greater campus of each of the colleges and there would be dormitory facilities to provide for rural students on scholarships and for students in Grades VI-VIII.

  Model school facilities above the 5th grade would be divided appropriately between boys and girls, e.g., there would be separate but equal dormitory space for girls and boys.

  Much of the work and life of the Teachers Colleges would be built around their working with the students in the Model Schools and the curriculum wings in an R&D environment.

Estimated Total Cost for Plant and Equipment at $1.6 million per unit:	$22.4 million
Estimated Recurring Costs for First Six Years at $1.5 million/year:	$ 9.0 million

- Teacher Incentives Sub-Cluster. In half the districts of the country (some 36 districts) an experiment would be tried with the objective of increasing the recruitability of teachers, especially women, for rural primary schools. A package of incentives would be provided and the results of recruitment in the 36 selected districts compared with those of the "control group" over a, say, three-year period. The package of incentives, to commence prior to employment as a part of the process of recruitment, would include provision for:

  - A rural school teaching allowance equal to the teacher's base salary to be carefully designed for accountability, equitability, and effectiveness in attracting teachers to rural schools without undue disruption of the national education compensation system. Goal is equity with urban school incentives.

  - A guarantee to the applicant that upon completion of Teachers College, s/he would be posted in or near his or her home community.

- Assurance of desirable housing provided for by the Provincial Department of Education or the District, Tehsil, or Union Council. For women teachers, this is more difficult, requiring either dormitory-apartment style accommodations for no less than five teachers in the same building, near the school or on its campus, or in a nearby urban or suburban area, in which case Department-provided daily transport would be a must.

- Scholarships for needy applicants of superior quality to attend teachers college, provided they accept "employment" on entering college and agree to teach near or in their hometowns.

Estimated Costs Over an Experimental 3-year Period: $5,000,000

2. Schools' Expansion and Physical Improvement Cluster

a. At the Village Level

- Upgrading of 10,000 mosque schools to provide for 5 grades and 5 teachers in such mosque schools. Involved is construction of separate classrooms for Grades IV and V, which would be 2 classrooms with boys and girls to continue to be mixed as in Grades I-III, or 4 classrooms if boys and girls have to be separated after Grade III (depends on locality). Four classrooms might be needed in any case to meet demand. Also involved would be assistance to the Mosque so that the existing physical structures can house Grades I-III at an adequate physical standard. Also involved would be the cost of increasing the Imam's remuneration above the $10.00 a month he now receives, and paying the teachers provided by the Department of Education salaries equal to those received by other rural primary teachers with equivalent qualifications. The cost of increased Imam and teachers emoluments are not calculated in this project outline. An estimate of the costs of the physical improvements suggested, however, is: $125,000,000

- 8,000 Technical Primary Schools of Six Grades each. 8,000 existing rural primary schools, normally 2 room schools housing five grades, would be expanded to seven rooms each, with a sixth year of schooling added. Years five and six would be dedicated to "technical" agricultural and rural development training. Male graduates of these 6-year primary schools could continue on into the 7th year of middle school, or they could leave school, secure in their possession of agricultural and related skills of value in increasing family farm productivity or in getting jobs in agro-industrial enterprises. There would be 4,000 such schools for boys and 4,000 for girls. Girls also could continue in middle school, or they could leave school having acquired appropriate agricultural, home economics, rural industrial and marketing skills.

  Estimated Cost: (does not include curriculum development or additional teachers' salaries) @ Rs. 75,000 per New Classroom: $18,750,000

b. At the Union Council Level

- 4,000 (one for each Union Council) Model or Center Schools, Grades I-V. These would be schools of superior physical quality one to each Union Council seat -- staffed by superior teachers, one or more classrooms per grade, one or more teachers per grade -- depending on grade-class size. A typical Union Council has a population of 150,000 living in some 15 villages. Where the Mosque School program noted above is functioning (or when each village otherwise has acquired a school), this would mean that each Model or Center School would in effect have some 15 satellite schools for whom it would perform a leadership and resource function.

  Each such school would also be the headquarters for the Union Council MIS program and for assistant supervisors reporting to Tehsil headquarters -- or for the Learning Coordinators in the PEDEP. Space for these varied Union Council functions should be carefully planned and provided. At one and the same time there would be introduced: (a) the concept of quality teaching centers both teaching their own students and helping the satellite schools around them to reach the same quality level; and (b) an administrative level below the Tehsil, but not too far below, while still close to the village level -- to fill the wide void that now exists between the handful of education officers at the Tehsil level and the hundreds of schools each is supposed to supervise. The Model Schools proposed do not have to be built from scratch -- they can be based on existing schools so long as they contain, or are upgraded to contain, at least 5 classrooms, 5 teachers, a principal and adequate furniture.

  Estimated Cost (GOP Estimates): $112,500,000
  Plus Estimated Costs of Adding Facilities for MIS and Supervision Programs: $40,000,000

- 4,000 Dormitory Middle Schools for Girls, one for each Union Council Headquarters, linked to the Model (Center) Schools noted above, for girls attending, Grades VI-VIII. This is the only way gifted rural girls can remain in school beyond the fifth grade which is in turn essential to their qualifying for secondary and higher education. Housing provisions would, of course, also be made (within the "campus") for the girls' teachers. Such schools at present require 5-6 teachers -- one for each grade and one for each of several specialized subjects, such as art and physical education.

  Estimated Cost @ $6,250 per School: $25,000,000

- 4,000 Technical Middle Schools for Boys. These schools would both prepare youth to enter technical education at the secondary level, or alternatively provide terminal skills training enabling graduates to perform as entrepreneurs or employees at adequate technical levels in agriculture, agribusiness, small industries, marketing etc. Although dormitory facilities might be less needed for these boys schoools, the costs of enough land and equipment to make technical training effective will more than make up for the savings on dormitories. Hence the cost estimate is the same as for the girls middle schools.

  Estimated cost @ $6,250 per School: $25,000,000

c. Non-Formal Education Cluster

The Government of Pakistan has already set in motion three non-formal education programs for the 6-15 age group that warrant increased support. These include the BFEP and IFE projects of Allama Iqbal Open University, AIOU; the READ project and NICE of the Ministry of Education, and the national literacy program of the Literacy and Mass Education Commission. It is recommended that support be tailored to these programs along the following lines:

- The Basic Functional Education Project (BFEP) and Integrated Functional Education (IFE). BFEP offers a successful model for delivering functional education to illiterate and semi-literate rural populations without reliance on literacy. It has been demonstrated in a cluster of 40-50 villages in Punjab Province. The mode of instruction has consisted of a mix of audio-visual aides and face-to-face communication supplemented by occasional inputs from field staff of nation-building departments. Development of a second test site is underway and AIOU is capable of replicating the model throughout the country using its fourteen regional offices. Support should be given to allow expansion/replication of the BFEP model to test sites in all the provinces.

  The companion IFE project is intended to follow-up the BFEP program with literacy-based functional education for females. The project will be launched on an experimental basis in 10 sites in the Rawalpindi District in 1986. It will consist of a three part program of literacy, skill training, and functional knowledge. IFE represents the second element in a planned sequence of offerings that ultimately would form a complete parallel system of distance education. It is recommended that support be given to allow additional sites to be included in the experimental test of the model.

  Estimated Cost: $ 10,000,000

- Rural Education And Development (READ). This project provides for an integrated complex of activities at community level that combines practical learning with literacy training and primary education for both children and for male and female youth. The elements are: Mohalla (neighborhood) Schools for Girls; Mosque schools for both boys and girls; Women's Education Centers for out-of-school females; Village Workshops for out-of-school males; Adult Viewing Centers for both male and female out-of-school youth and adults. The project still has not been tested as a total concept in the experimental sites, but is considered sufficiently promising as an integrated approach to rural education to merit support. It is recommended that support be directed to further development of the project as an experiment before undertaking expansion to new experimental sites.

  Estimated Cost: $ 5,000,000

- National Institute of Communication through Education (NICE). This Institute has been created to bring the methods of modern communication to the task of education and development. It would experiment with different combinations of audio-visual, mass media, print and face-to-face modes of communication to find the most effective mix for a given purpose. It is a technology development program seeking to find more effective delivery systems for distance education. One of its clients is Allama Iqbal Open University. Its many other potential clients will utilize all forms of imparting learning by non-traditional methods, with emphasis on mass media and companion "on-the-ground" programs. The methodologies NICE develops are expected to find application in both formal and non-formal education. Although still in development, NICE would appear to be sufficiently well-conceived to warrant a small grant to assist in early development of an effective model.

  Estimated Cost over a 5-Year Period: $3,500,000

- Literacy and Mass Education Commission (LAMEC) This Commission is the single government institution with the authority to run a nationwide literacy program and provide support to other institutions and private organizations running programs of their own. As such, LAMEC serves as the focal point for literacy related activity in the country. It is well-funded by direct federal grants and its program is growing rapidly. However, special support for upgrading of specific program components should be considered. It is recommended that this support be directed toward the training of LAMEC staff through appropriate collaborative arrangements with successful Asian literacy training institutions.

  Estimated Initial Cost over a 5-Year Period: $5,000,000

Non-governmental Organizations are responsible for a substantial amount of valuable non-formal education that warrants increased support. While their overall impact is not massive in comparison with the government programs, the programs of NGOs have considerable potential for expansion where they sponsor quality, innovative non-formal education programs, particularly those that benefit rural families and women.

This proposed project would make grants to qualifying non-profit non-governmental organizations through the NGO Coordinating Council, a consortium of NGOs that has recently been given a budget by the Federal Government to be distributed in small grants to its member organizations; and through the National Council of Non-governmental Women's Organizations that the Planning and Development Division has recently proposed.

Estimated Cost of Grants to Non-Governmental Organizations (Over a 5-Year Period): $10,000,000

3. Planning and Management Supervision Cluster

- Supervision. National Primary Education Supervisory Project. (Project contained in Sixth Five-Year Plan but not implemented). Calls for

appointment of one supervisor, or Learning Coordinator for each Union Council. Appointees will receive training and vehicles. To the extent that these supervisors are to be provided by the PEDEP, the need and the costs of this project are diminished.

Projected Cost over 5 Years, Including Recurring Costs (GOP Estimate): $22 million

- Educational Planning, Management, and Administration Training. It is proposed that there be set up by the Departments of Education of Sind and Punjab Provinces two companion training institutions in the fields of educational planning, administration and management whose services would be made available to the other provinces and Federal Areas as well: (1) An Institute of Educational Planning, Finance, Administration and Management Training for the inservice training of District Education Officers (DEOs), Assistant District Education Officers (ADEOs), Sub-Divisional Education Officers (SDEOs) and Assistant Sub-Divisional Education Officers (ASDEOs) in a wide range of Finance, Administration and Management subjects, including Mangement Information Systems, treated from the viewpoint of the inservice training needs of the national and provincial education services. (2) A Staff College for Educational Policy and Administration, responsible for providing training and research opportunities for Senior District Education Officers; Division Education Chiefs, Directors of Schools, Directors of Colleges and Senior Staff of the provincial Departments of Education, Planning and Development, and Finance. This program would also be for Divisional Commissioners and Deputy and Assistant Commissioners playing important roles in support of education at the Division, District and Tehsil levels.

  Both institutes would work closely with the National Academy of Educational Planning and Management. The Institute would have a close affiliation with the Institute of Public and Business Administration in Karachi. The Staff College would seek the close cooperation of the Administrative Staff College in Lahore.

  Estimated costs: Projected tentative budget over 5 years:
  Physical Plant (programs would be in large part in residence): $7 million

Equipment:	2.0 million
Library	1.0 million
Salaries & Admin.	5.2 million (for first 5 years)
Maintenance	1.1 million (for 5 years)
Stipends & Fellowships	1.8 million (for 5 years, on grant basis averaging $3,600 per person year or $300 per person month x 100 fellowships)

  Total Estimated Cost: $18.1 million

  Both of these programs are essential to Pakistan's educational establishment's being able to absorb and use the increased capital outlays involved in the reform and Development Program envisioned.

4. Curricular Improvement Cluster

- Development by the Curriculum Wing in cooperation with the 14 Superior Teachers Colleges of a special new Rural Primary Curriculum and corresponding teaching and learning materials, texts, and teacher guides. Program to test new materials and methods in the 14 Practice Schools and in selected PEDEP schools as well, during two academic years.

  Estimated Cost: $2.0 million

- Study Visits by Senior Curriculum Officers of the Ministry and Departments of Education to other Asian countries where they have had successful experience with the problem of making rural education relevant to rural life.

  Estimated Costs of 5 Persons for 6 Weeks or 30 Person Weeks at $700 per Week, Plus 5 x $1,500 Travel Costs: $30,000

- Subsidized Textbooks. Since 1979, it has been national education policy to provide free textbooks to all students at primary level. This policy, however, is not yet fully in effect, hardly at all in the rural areas, and it should be. The Ministry of Education already has an approved scheme but it has never been adequately funded.

  Estimated Cost to Put this Basic Policy into Effect and Keep It Going for an Initial 5 Years: $15,000,000

5. Private Schools Support Cluster

Loan Grant-Program for Private Schools (Urban and Rural). Private schools play so important a standards-setting role in Pakistan, particularly as to the quality of education, that assistance is recommended for private urban schools as well as for the more difficult rural private schools effort. Private schools, especially urban, are of course, important also for the sheer volume of their output. The World Bank estimates that private schools will soon enroll a full ten percent of all primary school students.

The proposed project would make available:

- Low-cost loans to privately owned schools;
- Grants for non-profit organizations sponsoring schools;
- Included would also be a special program of loans and grants for the re-privatization of primary schools nationalized in the 1970s, that are again available to the private sector. They are, however, seriously deteriorated. Re-opening as private schools will in each case require substantial investment.

The loan portion of the program would be eventually self-sustaining, founded on a revolving fund base with loan terms in the neighborhood of 10 years at 10% with a two-year grace period.

A fourth element in this cluster would be the creation of an Education Investment Guarantee Program in which USAID would guarantee Pakistani (or other) bank loans to sponsors of private educational institutions, profit or non-profit.

A fifth element would be a special private school development program for the rural areas. Non-governmental Organizations (NGOs) and Private Voluntary Organizations (PVOs) both indigenous and international abound in Pakistan and the environment is fertile for their nurturing and multiplication, especially Pakistani operated NGOs and PVOs. Characteristically, they lack both basic and working capital. They tend to be "Foundations" without a corpus, normally in danger of becoming a corpse without a strong continuing fund raising program. Such PVOs and NGOs tend also to focus on health and welfare projects or on integrated rural development. They characteristically and historically have paid too little attention to education, perhaps because it is harder and relatively expensive. Yet it is a preventative rather than a curative approach.

In light of this latent "natural" it is proposed that there be created a Matching Grants Fund for Rural Education to be administered by the All Pakistan Women's Association, working in cooperation with the Provincial Ministries of Education and their Departments of Education at the Division, District, Tehsil and Union Council levels. The fund would make grants to PVOs and NGOs to establish and operate primary and middle schools (Grades I-VIII) in rural areas. Preference would be given to girls schools and teacher training of women teachers for both girls and boys schools. Schools would be expected to become self-supporting during an external aid-grant period of 7-10 years. Income for the permanent life of the school would come from student fees and a growing annual donations program emphasizing a strong base of small donations, large donations from business and industry, and from large landholders. A condition of this project would be provision by the government for making these schools tax-free. Ideally, such schools would be able to obtain land on a donation basis. Such cooperation by individuals, the community, and the state, it is believed, is well within the possible if the fund is vigorously led and managed. Donated land is a realistic expectation; so is tax exemption; so is annual giving of an identifiable clientele; so are fees. In Pakistan's public primary schools the average expenditures (cost of instruction) per student is Rs 30 per month. Of course the same figures for municipal corporations are Rs 137-230 and the difference is noticeable in the quality. Private rural schools would have to charge more in fees than provincial (public) schools and therefore would be catering to the less poor as the private urban schools do. But this deals with an important piece of the problem. In any case, under a grants in aid program, such as is being suggested, the problem of promising children who are too poor to afford private schooling can be dealt with by a built-in scholarship program.

Estimated costs for a pilot project aimed at creating 240 private primary schools (approximately 3 in each of the country's districts) over an initial 6 year period can only be a semi-educated guess. Assuming that the fund would grant one-half the capital costs and one-third of the recurring costs (including the scholarship costs) for 6 years, the estimated cost per school of 200 students would be as follows:

1/2 Capital costs per school		Rs 235,000
1/3 Recurring costs (6 year period)		Rs 165,000
	Total	Rs 400,000

So, approximately 400,000 x 240	=	Rs 96 million
(in dollars)	=	$ 6,000,000
Administration costs at 10%	=	$ 600,000

Estimated Costs of the Program: $ 6,600,000

(The scope of the program could, of course, be expanded or cut back at any time at the rate of $25,000 per school.)

Estimated Cost Revolving Loan Fund: Urban Schools	$40 million
Estimated Cost of Grants to Non-Profit Organizations (over 6 Year Period for Urban And Rural Schools):	$40 million
Estimated Cost of Reserve for Educational Investment Guarantees:	$ 2 million
Estimated Cost of Special Private Rural Schools:	$6.6 million
Total	$88.8 million

6. Student Incentives Cluster

- Poverty and School Attendance. So many primary school age children in Pakistan (mean per capita income $280) are so poor that poverty alone may in many cases be the real reason for non enrollment and drop-outs. To the extent that poverty prevents school attendance the problen can be remedied in part (wholly for some recipients) by an appropriate "scholarship" program for students Grades I-VIII. This matter requires further study before appropriate specific recommendations can be made or costs estimated. It is, however, recommended that such study be undertaken forthwith and that the initial program devised be a pilot one.

- Stipends for Parents. The same reasoning applies as above related, however, to the opportunity cost to parents of sending their children to school. Same recommendations as above.

7. Research and Experimentation Cluster

At least eight areas of primary education are ripe subjects for research and experimentation -- essential to sound long-range program development. They are:

- Further inquiry into all the causes of the high drop-out rate. Careful measurement of the effects and results of projects thought to be lowering the drop-out rate.

- Rationalization of curriculum content and difficulty with the realities of student life and average capabilities.

- Continuing analysis of experience with the mosque school.

- Further inquiry into means and methods for promoting female attendance.
- Experimentation with the concept of the Drop In School for older but not too old children -- restoring their once lost chance to obtain a fifth grade diploma.
- Cost relationships of primary school education and rural family incomes.
- Relationships between education and fertility.
- Relationships between education and health.

It is recommended that in order to carry out these and other relevant studies and experiments, a Special Educational Research and Experimental Projects Fund be established, to be administered by the Academy of Educational Planning and Management and the National Education Council (NEC).

Principal researchers would be scholars of the universities, particularly in Colleges and Institutes of Education. They would apply for research grants which the Academy and Council would approve, disapprove or negotiate modifications and approve. The Ministry of Education and the Provincial Departments could also "commission" research to carried out by their designees who would, however, have to apply jointly with their sponsors for the grants that could finally be approved only by the Academy and the Council.

Estimated Costs of Initial AEPAM/NEC Grant for 5 Years $ 5,000,000

C. PROPOSED INTER-PROVINCIAL PILOT PROJECT

It is proposed that there be selected a single contiguous area whose center would be the point at which the three provinces of Baluchistan, Sind and Punjab meet. There is such a point in the Indus River Basin called Kashmor. Sukkur in Sind is just to the south; Rahimyar Khan and Bahawalpur in Punjab are just to the north-northeast; Nasirabad in Baluchistan is to the north-northwest. An area forming a circle around Kashmor with a diameter of 170 miles would include Jacobabad, Khand Kot, Sukkar, Thul, Shikarpur, Rahimyar Khan, Khanpur, Rajanpur, Sui, Dera Bogti, Dera Murad Jamali, Liaqatpur, Kohlu, Sibi, Belpat, Larkhana, and Khairpur.

This contiguous area is under the jurisdiction of three separate provincial school systems. For each province its piece of the area represents a backward, rural, underdeveloped part of the province. Each piece of the area is more akin to its neighbors in the other two provinces than it is to Lahore, Karachi, or Quetta.

It is suggested that in this area, within the circle, on the available map, that there be established a cooperative "proving ground" for primary education administered by the three provinces together, along with the national Ministry of Education.

SAIDU SHARIF
MINGORA SWAT
MARDAN
SAWABI
ABBOTTABAD
HARIPUR HAZARA
ATTOCK
RAWALA KOT
PESHAWAR
WAH CANTT
ISLAMABAD
KOTLI
JAND
RAWALPINDI
MIRPUR (A.K.)
BHIMBER (A.K.)
CHAKWAL
JHELUM
KHARIAN
GUJRAT
UGOKI
MANDI BAHAUDDIN
SIALKOT
WAZIRABAD
DASKA
GUJRANWALA
PASRUR
NAROWAL
SAHIWAL
SARGODHA
MURIDKAY
D.I. KHAN
KHURRIANWALA
SHEIKHUPURA
LAHORE
FAISALABAD
CHUNG
JHANG
KASUR
KAHNA KACHA
ZIARAT
TOBA TEK SINGH
PATTOKI
OKARA
QUETTA
LORALAI
MULTAN
KHANEWAL
PAKPATAN
D.G. KHAN
CHISHTIAN
NOSHKI
SIBI
BAHAWALPUR
NUKKANDI
KALAT
BALUCHISTAN
PUNJAB
KHARAN
RAHIM YAR KHAN
KHUZDAR
SUKKUR
LARKANA
KHAIRPUR
SIND
PANJGUR
DADU
TURBAT
NAWABSHAH
SHAHDADPUR
VADAR
PASNI
MIRPURKHAS
HYDERABAD
KOT GHULAM MOHAMMED
KARACHI
THATTA
BADIN

[1] KASHMOR

There would be one program, one administration, one budget, etc, but all three provinces would have a voice in its operation. The officials of all three provinces would be expected to learn from the experiences and experiments in the pilot area, and to apply them in the other rural areas in their provinces.

The basic outline and the scope of the proposed program would be as follows:

- Universal primary educational opportunity for all children in the region would be sought as rapidly as possible. How to and how long required to achieve this would be carefully measured.

- Mosque schools would be used as the primary foundation instrument -- expanded to meet the needs of the children in the first five grades.

- There would be equal opportunity and facilities for girls.

- Schools and classrooms would be physically of a high standard -- equal to the 5 grade, 6 room, 5 teacher plus principal standard discussed in the Assessment Report. There would be a middle school for girls in each Union Council Seat. The PEDEP program would apply fully within the proving ground area. There would be a minimum of two Superior Teachers Colleges within the area, each with an experimental model school as outlined in the Assessment Report. All teachers recruited as preservice candidates for the Teacher Colleges would be accepted for employment on the understanding that they would return to teach school in their Union Council or Tehsil.

- Should it be deemed important that the North West Frontier Province also take part in the experiment, though no portion of it is contiguous, D.I. Khan could be selected as the project's "Alaska" and included as an integrated part of the program.

  The project would constitute a "Department of Education" or a Directorate of Schools" owned by the 3(4) provinces together plus the national Ministry of Education.

- A final, though perhaps most crucial of all, factor to be built into the project would be the application in the project area of the principle of maximum local participation. By local participation is meant both local government and local community participation. The need in Pakistan for greater local participatory support of primary education cannot be overstated. It is too great a load for the federal and provincial governments to cope with alone, especially with their present fragmented and meager tax resource bases. It is also too great, too highly centralized a management burden on province and center.

By greater local government participation is meant a bigger role in primary education for the Deputy Commissioners -- the senior representitives of the government at the key District level, and for their subordinate Assistant Commissioners at the Tehsil level. Dating back almost a century, and almost as true today as then, the "government" to the average citizen is the Deputy Commissioner simply because he is the Government's chief executive, legislative, and judicial officer for the jurisdiction over which he presides: the District. His role in primary education within his district is at present ill defined.

District Education Officers (of the Provincial Department of Education) report vertically above to Division and Provincial units of the Education Department and function vertically down through the Assistant Education Officers of the Tehsil level. A major problem here is that "education's" vertical hierarchy is seriously underfunded, understaffed, poorly supplied, and essentially immobile for lack of transport. None of these applies to the DC Suffice it to say that he would appear to be an untapped resource in at least two respects. First, District Government could help DEOs and their staffs more than they are called upon to do. Second, the DC may well be a key, if not the key, to maximizing the local financial and participatory resources. He personally heads the District Council and has extensive powers as well as responsibilities viz a viz the Tehsil and Union Councils within his district. Who could better spearhead programs aimed at increasing local support for primary education?

Of the approximately 75 districts which make up Pakistan (exclusive of special territories) 8 or about 10% are in the proposed project area: 2 in Baluchistan, 4 in Sind, 2 in Punjab, (There are 2 districts in D.I. Khan). A pilot project of this scope would be large enough to be meaningful and small enough to be measureable.

Such a project would, of course, have to be subjected to extensive analysis und project design development before it could be judged feasible and its costs estimated. The cost projection for the present, then, is for a feasiblity study and draft project design and budget only: $96,000 (6 person-months @ $16000 per person-month, all inclusive).

D. SUMMARY OF ESTIMATED COSTS OF SUGGESTED ILLUSTRATIVE ACTION PLAN

(Figures are rounded to dollars)

General		
Support to PEDEP (World Bank) Project		$98,000,000
Eight Clusters Program		
Cluster I.	Teacher Improvement	104,000,000
Cluster II.	Curricula Improvement	17,000,000
Cluster III.	Schools Physical Improvement	346,000,000
Cluster IV.	Planning, Management & Supervision	40,000,000
Cluster V.	Non-Formal Education	34,000,000
Cluster VI.	Student Incentives	(Costs under Study)
Cluster VII.	Private Schools Support	89,000,000
Cluster VIII.	Research & Experimentation	10,000,000
Beyond the Clusters Pilot Project (Feasibility Study Costs - 96,000)		(Costs under Study)
Total Program Costs over Six Years:		$738,250,000
Average Annual Cost, Project Period:		$123,041,666

E. MINISTRY OF EDUCATION COMMENTS ON PLAN

Copies of the Assessment Team's report, in draft form, were made available to the Ministry of Education in late May 1986 and became the subject of discussions which resulted in various changes in the draft. Then on June 17, 1986, a bilateral meeting was held between the Ministry of Education and the USAID Mission, including the Assessment Team. At this meeting, chaired by the Secretary of Education, the draft report was discussed. In the words of the Secretary of Education, the meeting approved the broad outline of the report and decided that the Ministry would examine the report thoroughly and send its comments to the USAID Mission for incorporation in the final version of the report. Accordingly, on July 18 the USAID Mission forwarded to Development Associates, Inc., the Ministry's comments, contained in the Ministry's letter of July 15 to the Mission.

Development Associates, Inc., and its Team appreciate the Ministry's constructive, and instructive, comments and have incorporated them in this final version in various ways, as seemed most appropriate and useful. Where the Ministry indicated the need for correcting statements of fact or updating information, these suggestions have been quoted in the text, such as the amplification of the treatment of the Literacy and Mass Education Commission program whose FY1986 data became available after the Team had left Pakistan. All the Ministry's comments in this regard are quoted in full. Likewise the new information on curriculum development contained in the Ministry's July 15 letter is reflected in modifications in Part II, Chapter V. The Ministry's suggestion that proposed training in management and administration not be limited to primary education officials but extended to all appropriate officers "covering the entire range of education from primary to college level" has been introduced into the report. The Ministry's critique of the proposal that there be created a "Directorates of Primary Education" has now been noted in the report. The statement that such Directorates have been recomended, however, is retained and attributed to the officials of the provincial departments of education who indicated the need for relieving the pressures on the present Directorates of Schools. The report now suggests that such pressures seem to be recognized by all but that opinions vary as to how to relieve them. The view that the best solution is decentralization to districts, a persuasive one, is now duly noted in the report. The Ministry's comments agreeing with the report's treatment of private schools and community participation are appreciated.

The balance of the Ministry's comments, in fact the bulk of them, relate to the Suggested Illustrative Action Program, Chapter VII of Part II of the report. The sense of the Ministry's comments, as was that of the report's authors, is that the suggested illustrative action projects lay a concrete, tangible base for further discussion and study of next steps. Each suggested project summary is intended as a point of departure for initiating the design of a project aiming to contribute to the solution of one or more high priority problems. In this sense none of the report's original suggestions have, while in some cases modified, been entirely removed because of the Ministry's comments which by and large reflect concurrence. Where the Ministry suggested modifications or alternatives, however, such proposed modifications are recorded in this final version, as are all of the additional new ideas put forth by the Ministry.

Following, in full, are the Ministry's comments on The Suggested Illustrative Action Plan.

"Re-Structuring of Clusters

The Mission suggested the following clusters:

- A teacher improvement cluster
- A curricular improvement cluster
- A schools' physical improvement cluster
- A supervision and management cluster
- Non-formal education cluster
- Student incentives cluster
- Private schools enhancement cluster
- A research and experimental cluster"

"The Ministry suggests the modified clusters as under:

1. Primary Education Cluster (confirms Assessment Team suggestion)

   Financial inputs in the follow-on PEDEP and its expanded scope by including additional districts to be covered under the project.

2. Lower Technical Education Clusters (confirms Team suggestion)

   Opening of 8,000 technical primary schools. In the rural areas (one for boys and one for girls in each union council). These schools will have one year vocational course after Class V. There would be one school for boys and one for girls in each union council. The graduates of other primary schools may also join. The skills should be relevant to the demand pattern in the area.

   At the middle level, the Ministry is already experimenting with the concept of a technical middle school, operating in the evening. This needs to be expanded. (New idea.)

3. Non-Formal Education Cluster (confirms Team proposal)

   - N.I.C.E.
   - Drop in Schools
   - READ Project
   - AIOU Distance Education

4. Management System Cluster (confirms Team proposal)

   Establishment of management information systems in all the four provinces and Azad Jammu and Kashmir. Establishment and organization of a well-knit data collection system down to the union council level. Expansion and strengthening of the primary schools supervisory structure.

5. Other Inputs Cluster

   - Improvement of physical facilities; and

- Development and production of learning material. Improvement in the system of pre-service and inservice teachers' training (confirms Team proposals)

6. "Teacher Education (Proposes alternative to the Team's suggestion preferred by the Ministry)

   The Mission suggests that at least 14 existing teacher training colleges should be upgraded as superior teacher training colleges with practising school.

   The Ministry is of the view that instead of establishing superior primary teacher training colleges, the pre-service teacher training institutions may, instead, be consolidated by adding fully equipped audio visual aids centres to them and ensuring the facility of practical training through practising schools which would be a more worthwhile proposition. In the absence of such a facility, proper practice teaching is not possible. We at present have 87 normal schools and colleges for elementary teachers and 50 percent of these may be without practising schools. Hence the funds may be diverted towards provision of this essential facility to make the training more comprehensive and practible. The idea of upgrading teacher training institutes has been tried in the third education project which has not yielded desirable result. What is needed is strengthening, and not upgrading."

7. "Teacher Incentives (Suggests modifications in the Team's suggestion, while agreeing in principle)

   The Mission recommends a special rural allowance equal to the urban allowance for the primary school teachers. It also recommends living accommodations for all rural school teachers.

   Some of the teacher incentives such as rural allowance and 100 percent accommodation would not be feasible within the foreseeable resources. However, at the primary level the principle of pay according to qualification may ultimately have to be introduced."

8. "Scholarships and Stipends (Ministry agrees)

   The Mission recommends stipends for parents to compensate for the opportunity costs for sending their children to school.

   The Ministry agrees with this recommendation to the extent that such stipends should be tenable initially for girls, studying in Class IV to V in the rural areas. The experiment to be initiated in rural Baluchistan, and selected rural areas of other provinces."

9. "Mosque Schools" (The Ministry disagrees with the Team's formulation of the program to strengthen mosque schools without rejecting the idea in principle. The principal objection is questionable feasibility. The Ministry comments are persuasive, leaving issue to be resolved by further analysis and formulation of a feasible plan for appropriately strengthening mosque schools. (The Team's recommendations already partially modified in light of Ministry comments. See Chapter VII, Part II.,3a.)

Ministry's Comments: "Construction of three rooms of 20 x 30 ft. with adequate furniture and equipment should be provided in all mosque schools and that there should be a provision for its upgradation to a full fledged primary school for 5 classes.

This is not feasible. Construction work at this scale cannot be carried out in the existing mosque schools. Generally no land adjacent to the mosque is available. Even if land were available the concept is questionable. It would have a highly adverse impact on co-education, and the facilities for boys and girls would have to be bifurcated. Therefore, the indirect costs of this arrangement would be enormous. If additional rooms are to be constructed, these should be in the existing primary schools as new sections. Larger staff would have a healthy effect on their quality. Dropouts would be reduced. Mosque schools should maintain their character as special local institutions oriented to literacy and numeracy skills only." These last comments misconstrue the Assessment Team's suggestion and this, again, illustrates the importance, first, of identifying the opportunity (e.g., strengthen mosque schools) and then thoroughly studying the alternatives before determining the precise course of action to be taken.

The Assessment Team appreciates and endorses the Ministry comments and suggestions. The criticisms of some of the Team's suggestions are constructive. They lay a stronger base for the continuing analysis of problem solutions that must ensure local, provincial, and federal practical considerations as well as purely professional view points, all need to be taken into account. Some of the Ministry's endorsements of the Assessment Team's suggestions come as no surprise since they were Ministry initiatives, first, found by the Team to be particularly effective responses to the problems the primary education sector faces.

Perhaps most important is the Ministry's having identified a new dimension to primary education development. This is its innovative emphasis on the addition of technical education to Grade V (or a year following Grade V) and to middle school education as a whole. The Team had proposed curriculum quality improvement and the increase of its relevance to life, especially in rural areas. The Ministry's proposals go several steps further, suggesting that primary and middle school curricula should be tailored precisely to the needs of the national development program, adjusted by geographic area and as between rural and urban but adjusted to, in effect, local, regional and national labor market demand needs. This is a very substantial and a bold contribution to the traditional thinking about primary education improvement. It constitutes major curriculum reform, not just improvement. Those to be concerned with further analysis and the refinement of the next steps in primary education in Pakistan should be especially appreciative of this conceptually new Ministry thrust for technical education at the primary and middle level, in line with national manpower development needs.

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